SB
435
.42
C2M6
1975
IGSL
UCB

LETS PLANT A TREE, EVEN IF ITS IN THE WRONG PLACE"

A REPORT ON DOWNTOWN MODESTO, JUNE 1975

[Modesto. Downtown improvement district]
City planning Central city Modesto

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

JUN 12 1975

UNIVERSITY OF CALIFORNIA

MODESTO PLANNING AND COMMUNITY
DEVELOPMENT DEPARTMENT
AND
DOWNTOWN IMPROVEMENT DISTRICT

SB 435
.42
C2 M6
1975
IGSL
UCB

"Let's Plant a Tree, Even If It's in the Wrong Place"

The downtown plan has a long, if not distinguished, history. For many years the "official plan" has consisted of a paper one-way street system, a policy favoring location of government offices and cultural facilities downtown, and the downtown P-D zone. The "unofficial" plan has implicitly perhaps had just as much if not more influence through zoning actions outside downtown and public improvement priorities. Yet back in 1967 the Planning Department promised a block-by-block land use plan for downtown. In 1968 a three-man Council committee promised a "complete" plan, soon to be followed by the Downtown Improvement District promising one by the end of the year. Not to be left out, the Downtown Modesto Association promised a complete plan in 1969. A BEE article reports one downtowner as having said, "Let's plant a tree, even if it's in the wrong place."

Many have pictured the downtown plan as a project such as a mall, library, or auditorium. But these are only a small part of a comprehensive planning process. A downtown plan, or any plan for that matter, must focus not only on an end state, but a process through which to achieve it, or through which it can evolve. The problems which our downtown may have did not generate overnight, but are the product of years of fragmented, undirected decision making by a variety of people and organizations. To fully deal with the problems will require matching years of coordinated decision making and patience. It is also important to focus on process as well as project because as has been plainly evident, projects come and go. And while a specific project may be voted up or down, the process of coping with downtown continues. While committees may come and go, a process can operate on a daily basis as a clearinghouse for downtown matters.

This report is not to be confused with a finished plan. The plan will exist only after the City Council has adopted it. This is a background report with alternatives for action and a liberal dose of staff recommendations

which add up to a preliminary plan proposal. This report should be the basis for Planning Commission and DID deliberation prior to joint recommendation to Council for action. For clarity of discussion, and to emphasize the difference between projects and process, it is divided into four sections discussing general land use, key facilities, process and design. The report was prepared by the City Planning Department and Executive Director of the Downtown Improvement District. Input was solicited from many sources both within and outside City Hall. "Staff recommendations" are primarily those of the authors and strong disagreement by other city staff will be noted.

Why more study of the downtown at this time? Some will say that it's because of the pending completion of the Vintage Faire regional shopping center. While this may have given some priority to the project, the real benefit of this study is much different. We are in a period, and probably a very long one, where automatic expansion of Modesto is over. All the reasons need not be recited. In this setting all unused or underutilized zoning takes on new importance. The downtown is the largest underutilized commercial/residential area in Modesto and so it is the object and beneficiary of this study. Downtown has great potential because of its size, underutilized land and impending public investment. But just because it has this potential it will be necessary for the area as a unit to cope with air quality control regulations, transportation (access and parking) and restrictions upon movement, governmental investment which will impact upon large private investment, and beautification among other things.

The downtown may not be redeveloping as fast as some might like. And until the economic pressures or desires for redevelopment exist not much will occur to increase the pace, regardless of governmental action. However, there are impediments to redevelopment which should be eliminated so that

when private redevelopment becomes feasible or desirable these stumbling blocks will no longer exist.

As you read this report you will notice much attention given to the costs of clearing these stumbling blocks and of other public projects. A planning study is normally not so cost conscious. But staff believes costs much be a consideration at this stage so that priorities may be more easily determined and so that preliminary decisions are not shrouded by fiscal naivete.

GENERAL LAND USE

A ALTERNATIVE LAND USE

B COMMERCIAL

C SERVICE

D INDUSTRIAL

E RESIDENTIAL

F PUBLIC RIGHTS OF WAY AND PARKING

GENERAL LAND USE PLAN

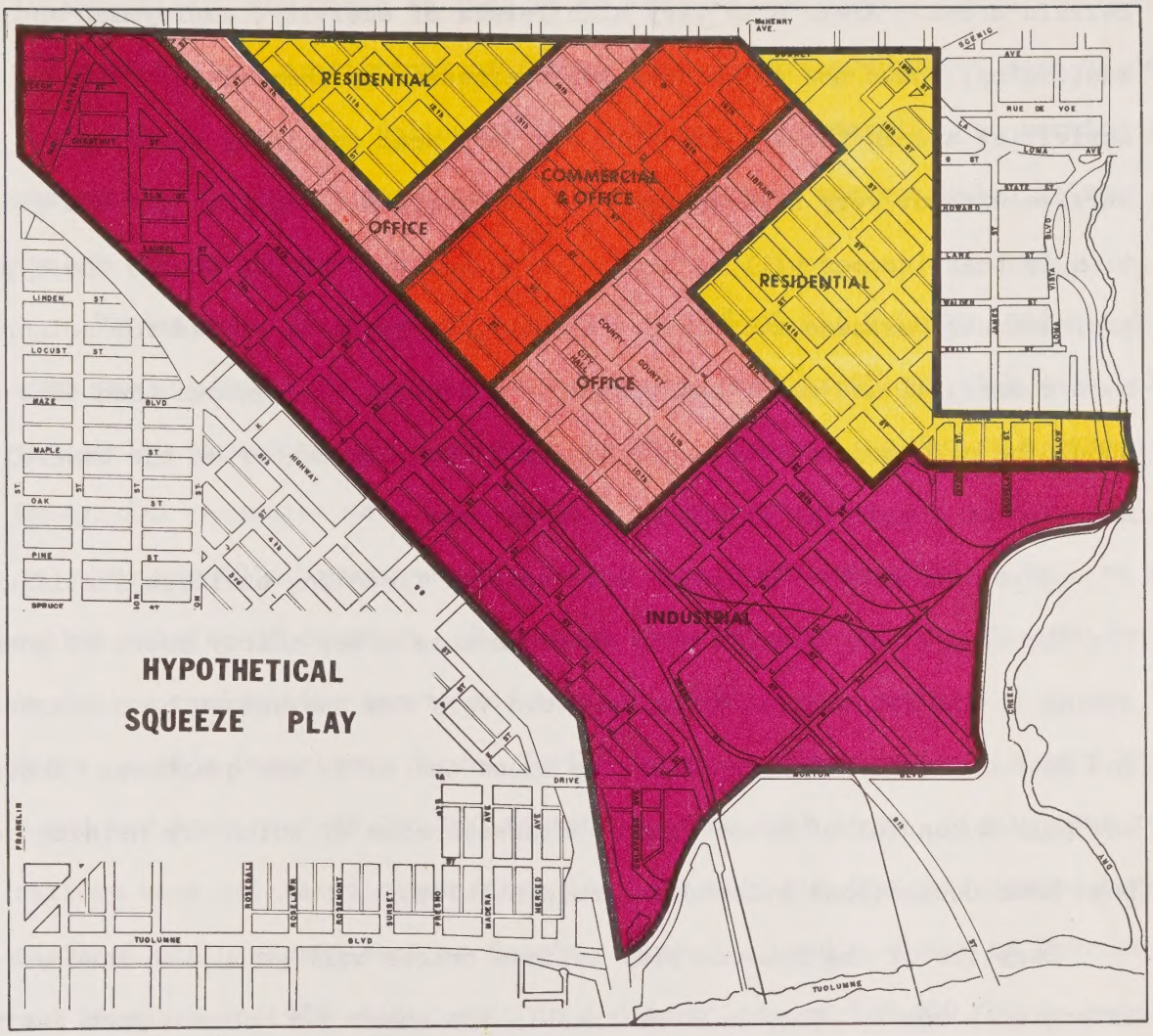
Alternate Land Use and Circulation Concepts

The use of land downtown may be commercial, residential, offices, industrial, transportation, utilities, recreation or combinations of all of these. This section of the report analyzes past and current trends of these uses. But it also poses a point of departure in two general options - decentralized development as at present ("let it be") or a higher concentration of some uses ("squeeze play"). These options are outlined now so the reader may reflect upon them while proceeding with the report.

"Let it Be" or "Squeeze Play"

Under "let it be" commercial and office development continues to spread out over the entire grid from 9th Street to the north and east. Zoning continues as is except the remaining pockets of residential convert to commercial. Proponents argue that we should not reduce the supply of commercially zoned land for this will increase land prices and make downtown land and businesses less competitive. Downzoning would also take many older residences which could be inexpensively converted to commercial space for fledgling or low volume businesses out of the supply. Anyway, it's academic since the City Council and Planning Commission have already shown great reluctance to downzone recently. It's worked well so far, they argue, so let it be.

Opponents of "let it be" counter that this will foster more low density development. With low density it will be extremely hard to consolidate parking and have it serve multiple uses. It will be hard to develop a strong and structured street system. Spreading of uses will increase intra-downtown auto traffic creating further congestion, pollution and parking headaches. They then go on to argue the merits of the squeeze play.



Sure downzoning may increase some land prices or reduce potential income from some property. But higher land prices will lead to more intense land use to recoup the investment and this is exactly what we want and need. Higher land prices don't mean development won't occur, but rather that it will be of a more desirable nature. Economies of scale and multiple use of facilities will be encouraged. There will be less intra-downtown traffic. More consolidated and multiple use parking. More employment centered on the major arteries to the benefit of the bus system. Everywhere else in the city, they argue, we encourage one stop shopping and business trips. Why isn't this

principle just as valid downtown? Advocates of the "squeeze" also believe that by concentrating uses much higher levels of activity will result in certain areas. Areas with very high levels of activity, employment and communication, spawn new activities and businesses by themselves. Usually such activities are in the service sector or are real specialty stores which can't survive without very high exposure to pedestrians. Implicit in this proposition is that incomes will be higher in an activity center due to the type of professional business attracted. Finally, if there is a need for neighborhood commercial and small businesses in a section of downtown then this need should be accommodated via a neighborhood shopping center on the General Plan, not blanket commercial zoning of a large area.

Advocates of the "squeeze" also say the fledgling business justification for "letting it be" doesn't hold water because after thirty years of commercial zoning in the residential areas downtown very few businesses have started, and most of these have torn down the house and built new quarters. There are only a handful of house based businesses some of which are nothing more than home occupations allowed in residential zones too.

Skeptics of the squeeze play believe prices will go up but land use intensities won't. They believe that in the short run Modesto just isn't going to experience such intense development, zoning or not. Therefore, the only result will be less development downtown. Furthermore, downzoning will make non-conforming uses out of many existing businesses on downtown's fringe.

As we progress through this report the implications of the choice between "let it be" and "squeeze" should become clearer. The choice impacts parking and circulation proposals, auditorium/theatre location, housing options, and beautification/design programs just to name a few. Indeed, it seems inescapable that this choice is the very first decision which must be made before a final plan is prepared and adopted. It will also become clear that staff recommendations in total comprise a "squeeze play."

Commercial Land Use

How will downtown land use evolve in the absence of new governmental intervention? How would we like it to evolve? Frequently these two questions are confused and predictions of future land use are predicated more on desire than probability. The following two sections on commercial and service land use examine two major assumptions which illustrate the confusion between desire and probability.

During the 1950's and 60's upwards of 80% of all private land use in the core was for retail business. Sales volumes were excellent with some sales categories exceeding state averages by 30%. Competition was at a bare minimum. Commercial vacancies were less than 1% in the core area.

The mid 60's brought changes, with commercial expansion as well as relocation outside of downtown. Expansion occurred elsewhere due to the desire to follow residential growth and the low vacancy rate downtown. Long's Drug Store, Loeb's Department Store, Thrifty's, S. H. Kress and Montgomery Wards moved and took over $5,000,000 in retail sales with them. Significant relocations have not taken place since the late 60's but the anticipated move of national chain stores such as Sear's, Penney's, Leed's, House of Fabrics, and Singer's in 1977 will result in a direct loss of $23,000,000 in retail sales plus an indirect loss to remaining businesses. Retail sales now total $66 million downtown. It is expected that the number of retail outlets will decrease from 310 to 298 due solely to the Vintage Faire center, a square footage loss of 260,000 square feet.

As the larger retail outlets have moved those wishing to retain downtown as a retail center have pinned hope on specialty and comparison shopping. They argue on the one hand that location is not that important for such businesses, but on the other hand that pedestrian traffic created by office employment is crucial. How realistic is it to assume that such businesses will automatically remain in downtown Modesto? Some point to Kauffman's,

Peggy's, Priester's, Hammett's, Coey's Shoe Store, Camera Center, Loomis Floral and the jewelry stores as proof that specialty shops belong and will remain downtown. Yet the House of Fabrics and Singer's are specialty shops too. Some say that specialty shops will locate downtown only in cities much larger than Modesto where a large enough aggregation of specialty stores exists to provide necessary depth and variety of merchandise and a range in brand, style, quality and price. Others say that locally owned and operated stores are more likely to remain due to inertia, tradition, lack of capital or inability to pay rents in a center like Vintage Faire and only the national chain operations are likely to relocate. Still others claim that the best location for specialty shops downtown is not in the CBD with its congestion and lack of parking but rather in the fringe of downtown. The Treehouse and Daisy Tree might be examples. This view runs counter to the theory which stresses pedestrian orientation from core offices. Finally, there are those who believe comparison shopping is moving to the regional and strip centers just like standardized shopping did, and that the real retail future of downtown awaits the return of some standardized shopping to service new residential development.

Staff does not believe that specialty shops will automatically remain downtown any more than standardized and comparison shopping did. But there would appear to be two major forces which are supportive of specialty shops in downtown Modesto. The first and most important is unquestionably the work force. There are 6,900 non-industrial employees downtown, and each employee spends $1,500* a year in retail stores downtown. Most of this shopping is during lunch hours when there is little time for comparison shopping. Most standardized shopping is done by housewives during the day outside of downtown.

---

*Source: "Retail Future of Downtowns," National Retail Merchants Association, (1971)

This leaves specialty shopping which can be accommodated in a short period of time and for which individual selection is important. You don't care if someone else buys your groceries, but you do want to purchase jewelry, clothes, or birthday gifts yourself.

The second force is one which will act to prevent many stores downtown, specialty or otherwise, from moving -- cost. Rents downtown are generally lower than other locations due to age of building, the then lower financing costs, and the fact that many businesses do not have the added cost of parking and outside store maintenance. For example, a small 3,000 square foot store in a mall center may pay $375/month for common maintenance (including heating and cooling vast open areas). In McHenry Village there is a common maintenance fee of $1.50/front foot on top of the rent which is a percentage lease starting at 45¢/square foot. Because commercial leases come in so many forms it is hard to make comparisons. Use and size are often determinates. Some leases are flat fees while others are based on percentages. Some have automatic escalation clauses in the event of an increase in property taxes. But it is felt that rents in existing commercial buildings are generally cheaper downtown than along McHenry and most certainly than they will be at the Vintage Faire. It is then up to the merchant to pass reduced overhead to the customer if the advantage is to be realized.

Let us assume, though, that there is no unique advantage to locating or retaining a retail business downtown and other sites are available. Should government try to influence this location decision? Should taxes be spent to support non-competitive businesses in obsolete or non-competitive locations or merchants who may not pass overhead savings along? There are those who would argue that subsidizing inefficiencies downtown is a valid public purpose because it will arrest a governmental revenue decline due to reduced property and sales taxes. This may be a good argument in an urban/suburban situation where the move frequently crosses jurisdictional lines. But Modesto is a

central city without any competitive suburbs and where commercial development is not generally permitted in the county fringe. Therefore, the movement of retail sales from one location to another does not necessarily mean reduced property and sales tax revenues to the city. Indeed, closer proximity to residential areas in the north and east areas of town could possibly increase sales. The movement may mean reduced property values downtown, but probably more than compensating increases elsewhere due to new construction.

The one problem here might be crossing school or special district boundaries and altering their tax bases. This will be the case when Sear's and Penney's move from the Modesto to Stanislaus Elementary School District. However, it should be recognized that enrollment in the Modesto district is decreasing while in the Stanislaus district it is increasing. The revenue loss justification does not appear as a sufficient public purpose for strong action to retain commercial activity downtown.

Regardless, many would support actions specifically aimed at renovating retail space. For example, an architect might be retained for store renovation, with reduced architectural costs to each property owner. A common architectural theme might be encouraged this way. Or a commercial development program downtown might be launched with the first priority of recruiting a junior department store for the Sear's or Penney's buildings. Or how about a three or four year deferment of increased property values due to remodeling? Such a scheme is often suggested but would probably require state enabling legislation. Beautification of the public right-of-way is a program which may benefit all, but which is specifically aimed toward complementing retail uses. It is argued that most retailers spend thousands of dollars over a short period of time to maintain attractive window displays, knowing that pedestrians shop with their eyes. Therefore, it makes good sense to also spend a sufficient amount of money to make the right-of-way as attractive as

window displays or store fronts. In the final analysis we will probably debate this question based on preconceived notions of a downtown. Is downtown the vital commercial heart absolutely necessary (or for that matter possible) to preserve as the single city focus? Or is it simply one of many focal points in the city, each with a particular specialty?

Staff believes that if retail businesses are aggressive enough and can compete at a downtown location fine. If not, they either go out of business or move. No special action should be taken to specifically contain retail use downtown. In short, the city's commercial zoning policies may attempt to limit commercial zoning citywide, but they should not do so in the false hope of preserving retail downtown.

What about the location of existing and future retail uses? Would it be advantageous if they were concentrated geographically? The staff believes so. At present the retail core consists of J Street and 10th and 11th Streets between I and K Streets, all zoned C-2. In addition, there is a retail area along 7th and 8th Streets between F and H zoned C-M. Decentralization of retail stores in a shopping area affects the buying habits of prospective customers. Since most shoppers won't walk more than six hundred feet in any direction, use of the automobile becomes a necessary evil and parking and traffic problems become worse. The J Street strip exhibits most of the same problems that have made lower McHenry Avenue a problem area with high tenant turnover. Commercial land use should be concentrated in and around these existing core areas.

Service Land Use

A second area where downtown is commonly assumed to have a unique advantage is for location of "confrontation" industry offices. "Confrontation" industries are financial institutions and business offices which are attracted to the CBD partially due to the opportunity for direct conferring and negotiation. Advertising agencies, accountants, office suppliers and all matter of service industries want to locate in the same area as their customers. But in our larger cities there is a trend for such offices and offices in general to move toward higher income areas where key personnel are likely to live. The non-downtown location also offers easier access, more parking room, more attractive surroundings, reduced land investment costs, and more architectural flexibility. And of particular importance, the suburban site offers space. It is suggested that space is the key variable here and not centrality, age of structures, or general deterioration. Add to this the increased substitution of telecommunications for face-to-face communication and this second area of downtown advantage is severely questioned.

Because Modesto has no satellite cities competing for office development, and because no office development is generally allowed in the county, city zoning for offices becomes key. There is some scattering of vacant P-O zoned land around the city and small office developments with no obvious reason to locate downtown will probably locate in these areas to achieve lower costs and more amenities. These locations are also likely to be more central to employee and customer residences than downtown, possibly reducing travel time and congestion <u>if</u> related services are close by. There is also the possibility of office construction in P-D zones at scattered locations. In both the cases of P-O and P-D zoning the city has strict control of land use and can determine whether the location and intensity of development are appropriate.

Those offices with a strong need to "confront" other businesses or activities downtown will choose this location and should compensate for possible higher land prices through more intensive land use. Staff sees no problem with either of these trends. Some might view the use of P-O and P-D zoning for small developments outside downtown as being detrimental to it. But it is simply recognition that office development in Modesto is so small scale and limited that the yearly inflow of offices in the market will have only a minor quantitative effect on the character and volume of the present inventory.

What we need to address is any proposal for a large office or large office complex which encompasses far more land than existing vacant P-O land and would employ substantial numbers of people. If the city is truly concerned with this, we are quite vulnerable along freeway 99 where strong interest is beginning to surface for large office parks.

The nearly 60 acres of H-1 zoning north of the Holiday Inn on Sisk Road, near the Prescott interchange is a definite prospect. Also, a P-D proposal featuring 160,000 square feet of offices on an eleven acre site adjacent to the Vintage Faire regional shopping center has been filed. While not complying with the P-O designation on the neighborhood zoning and development plan, even if scaled down to meet it, the project could be quite substantial.

Based on recent zoning consistency hearing experience, the Council has proven most reluctant to downzone property that has been idle for years. It appears highly unlikely, even if deemed desirable then, that changing a recent zoning and development plan across from Vintage Faire is in the offing.

Likewise the broad H-1 area near the Prescott interchange has been supported by the Commission and Council, with more rezoning to H-1 occurring within the last five years. We seriously doubt whether Council advocacy

for high employment offices downtown will be strong enough to result in a denial of a large office complex if proposed in this area.

Consequently, we look at the two interchanges as potential high office employment competitors to the downtown and are left with two strong recommendations:

1) That future zoning and development plans and rezoning actions take into consideration the desirability of office employment concentrated downtown, so that no additional lands are set aside for potential large office park use.

2) That the city pursue a mechanism for assembling land (on a larger scale) for office development downtown.

What is the probability of offices downtown through building renovation? Because changes to the present inventory are slow and costly, alterations are infrequent.

> "In terms of additions to and subtractions from the inventory, new construction generally tends to supplement rather than replace existing units. Thus, established patterns persist and the inventory accumulates rather than replaces itself ... where removal from the market or demolition does occur in real estate inventories, it results primarily ... from a succession of land uses, in other words, an external economic pressure for change, rather than from obsolescence or physical deterioration."*

If we do experience such pressure it will probably be due to local, state and federal land use and environmental schemes. We foresee no significant external economic pressures being generated in the short run by the free market unless construction costs continue to increase drastically. But even if they do, this would probably impact timing more than location.

In the short run, then, we do not expect services to pick up most of the vacant floor space created by retail loses. Over the last three years

---

*Larry S. Bourne, "Private Redevelopment of the Central City," (Chicago, 1967), p. 25.

office space downtown has increased by about 16,000 square feet per year, most in single use, one story buildings. If this pace were to continue to 1980 we could expect 80,000 square feet of new office space plus the additions to City Hall and the courthouse. Most of this expansion will be new construction since the office vacancy rate within the Downtown Improvement District is only 0.8%. The primary vacancy is two floors of the Beaty Building since the Mental Health Department offices moved to Scenic Drive. This low vacancy rate bodes well for new office construction.

In researching future office development staff interviewed fifteen attorneys and accountants. Nine of the fifteen felt they would need additional office space in the near future and four of the nine indicated they need it right now. Such expansion is likely to be accomplished on an individual basis with single story construction and adjacent parking lot if new construction is undertaken. Local developers or individual businessmen are unlikely to build multi-story. One problem is simply the high front end costs, especially with new construction at 60¢/square foot. But another problem with high rises is securing a first floor tenant. Developers of high rises today want at a minimum, a 15 year lease from the first floor tenant to insure highest investment return. A normal office lease runs only 3 to 5 years. They also want the tenant to use the entire floor. Therefore, such occupancies are limited to uses like banks, saving and loans, or other large professional service organizations. This tenant pays lower rent in the neighborhood of 45 to 50¢/square foot but is responsible for his own utilities and indoor maintenance. Maintenance and utilities run about 20¢/square foot in a new office building. Commercial uses are also candidates for first floor tenancy, but there are very few which want a minimum 15 year lease. The question then becomes whether through zoning we should limit available land in hope of encouraging denser development? Do we want to discourage single story construction with adjacent parking lot through the

squeeze play or do we want to leave things be and continue to dedensify downtown? Or is there a way to increase densities without squeezing and hiking land prices?

It is widely believed that office space downtown has lower rentals than newer construction elsewhere. And, indeed, space can be found downtown for 20¢/square foot for 10 to 15 year old construction. But the vacancy rate is so low that most new offices would probably result from new construction, and here the downtown has a slight disadvantage in most areas due to higher land costs. The fact is that rents downtown are not necessarily less. Space in the Reed Center runs between 40-50¢/square foot which is about the same as the Spanos offices on Coffee Road. The big advantage downtown, though, is proximity to other services be they related occupations or entertainment and eating facilities. Professionals like to be close to other services because of convenience and style of operation. It is here that downtown has an advantage over strip offices along major streets.

Wholesaling, Warehousing, Industry

The downtown has a significant amount of land devoted to wholesaling, warehousing and industrial uses. Since the areas where these uses concentrate are not frequented by the public as often as other downtown areas they are generally ignored in planning studies. Most of these non-retail uses are in fairly old, modest structures and hence their importance to land use and employment is underestimated.

In 1970 a little over 4,000 people were employed in these areas: manufacturing, construction, wholesale, transportation, communications, utilities, warehousing. Employment projections previously anticipated no net growth by 1980 with gains in transportation, communications and utilities offset by losses in manufacturing and wholesale. This study indicates, though, that anticipated losses in food and kindred manufacturing will not occur and so some increase in employment can be expected by 1980. For a more detailed look at what's happening to these uses it's convenient to discuss them on a geographic basis.

Mixed Government/Industrial/Retail Area: D, G, 9th, 12th

This area is characterized by quite a mixture of uses many of which are upgrading. Although residential uses are gone there are new retail and governmental uses in addition to existing wholesale and industrial uses. The retail and governmental uses are located between F and G and it is anticipated that transition to such uses will remain in that area. The economically healthy nature of the industrial, transportation and utility uses south of F should result in less change in that given area.

While some land consolidation within a block may occur little need is seen for street closures. Alley closures, though, may be necessary as new development or expansion occurs.

Heavy Industrial Area: D, Morton, Grand, SPRR

When Tri-Valley abandoned its cannery in a consolidation move it was believed this was the first step toward major land use changes. Even high density residential use next to Beard Brook Park was discussed. Just as suddenly, however, Gallo acquired the site signalling a westward expansion into downtown. Where long run decline of food and kindred manufacturing had been anticipated, the Beard Land Investment Company intends to remove unnecessary spur tracks and free lands for the five major firms in the area: Tillie Lewis, Pet Foods (Berberian), Stanislaus Foods, S & W Foods, Gallo. The smaller uses such as warehousing will gradually be phased out of this area.

The area has two problems. First, there is a lack of off-street parking. As one example, Tillie Lewis, during peak canning times, employs 300 people per shift and all cars must be parked on-street. At other times of the year, though, there are far fewer employees and greatly reduced parking demand. This on/off demand makes it difficult to provide a permanent solution to the problem. There is a vacant and deteriorating structure for sale across B Street from Tillie Lewis that could partially serve the need. It should also be remembered that parking lots in the industrial zones don't require any landscaping or setbacks thus reducing costs substantially.

The second problem is excess streets. Some firms operate on several blocks and while some streets are needed for access and parking, others bisect cannery operations. The 12th Street division of Stanislaus Foods is the most difficult problem in this regard. Tillie Lewis has the awkward operational characteristic of a production facility downtown fed by a continuous flow of trucks during canning season to take products to warehousing in the Beard Tract on Yosemite Boulevard.

The Beard Land Investment Company has a part of the answer to this problem, the City the other. Beard's intent to remove unnecessary spur

tracks and free land for plant expansion is key. The City could assist by abandoning streets in the area. A basic pattern for access to and through the area would be retained with 11th Street from D to Morton and B Street from 9th to 11th. The City should consider the closure of all other streets as long as utility location problems could be overcome. Much property owner-City negotiation would be necessary but the end result would be a planned circulation system for this industrial area and larger blocks for plant expansion.

Mixed Industrial, Wholesale, Retail, Residential Corridor - 9th Street to Freeway

One segment of this corridor is owned by SPRR with retail leases along 9th Street. The high exposure to 9th and easy rail access assure continued retail use of this strip. Several retail businesses have already invested considerable dollars upgrading their facilities and others can be expected to do likewise.

West of the tracks most retail is strung along the G, H, and I Street frontages. While most blocks are in decline there is some new upgrading which might help. The most notable feature of this corridor is its mix of uses, everything from van lines to electrical contractors, blacksmith shops to corporation yards, boarding houses to single family homes. The future of the area is uncertain but here are some ideas.

First, residential uses are on the way out. Ready access to the freeway and major crosstown streets, lower property values than most of downtown, and in many cases business properties with paid up mortgages make this a choice area for central distribution/dispatch and warehousing. For those firms expanding more rapidly than their ability to acquire 25' x 140' lots, relocation may be necessary, presumably to industrial parks along the freeway. For new firms it remains to be seen whether more reasonably priced older

buildings with less off-street parking will prove more attractive than new and costlier industrial park facilities such as along Carpenter Road.

Second, the freeway frontage is now only sparsely developed with commercial uses. There is more housing fronting on the freeway than any other single use. Strong interchange business competition may stifle freeway related commercial uses along the frontage road.

The businesses in this area are generally small and street abandonment doesn't appear warranted. Fresno, through urban renewal, did provide for an in-town light industrial park between the freeway and railroad. But the narrow two block width of this strip west of the railroad makes such a possibility here quite unlikely. In the absence of a major government or private facility, such as an auditorium or hotel, private reuse or renewal on a business by business basis appears likely.

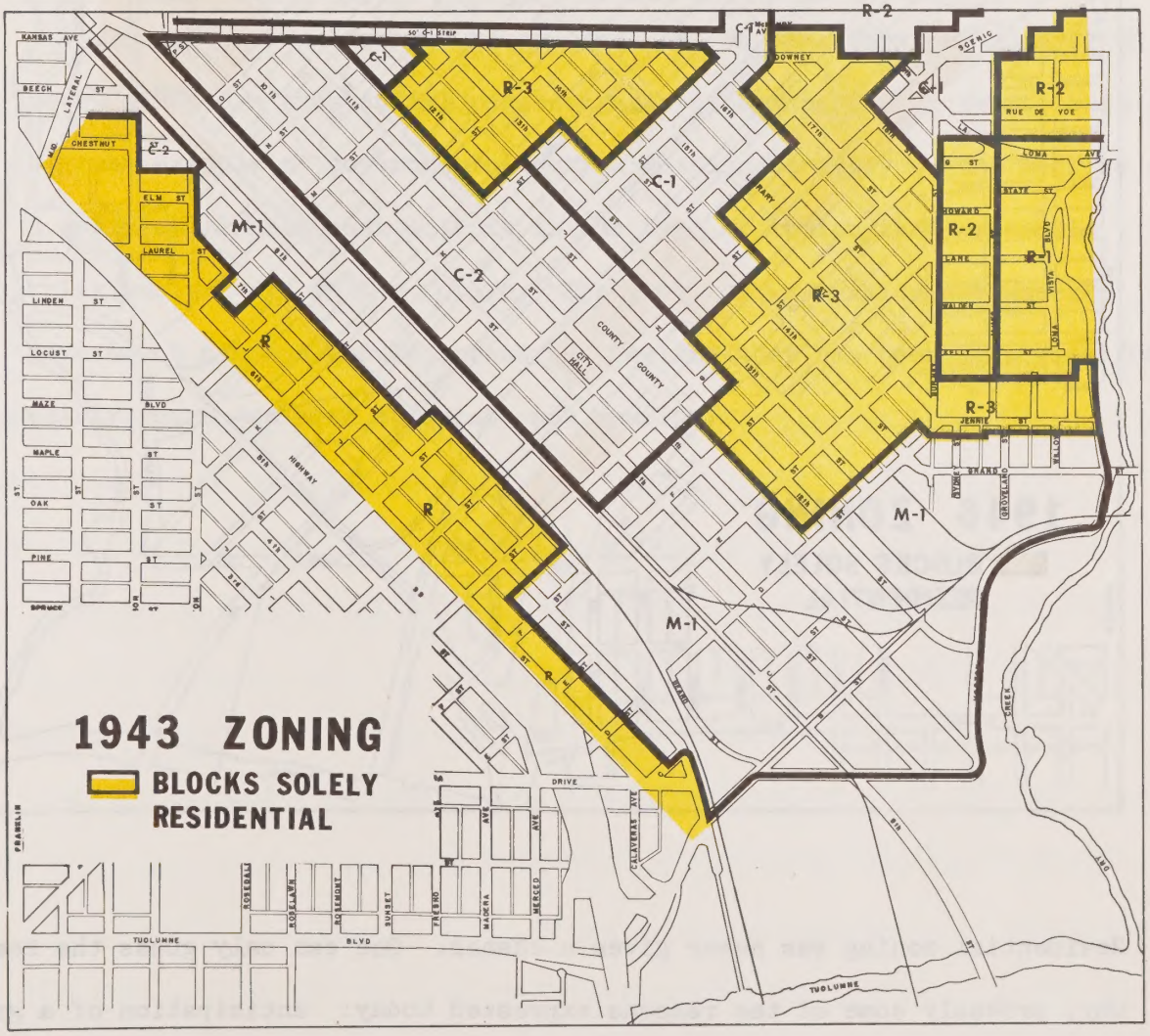
As noted, the value of such uses lies partly in the employment they provide. Blue collar jobs (as well as white collar in downtown offices) are important to the community. Low and moderate income housing exists in the near westside area. Close-in blue collar employment in this area is desirable.

Finally, two other considerations. The major east-west streets, G, H, and I, are the west entryways to downtown. In the design section of the report we will discuss this function of these streets further. And the missing variable in this area's future is the Dangerous Building Code. The area is the second target area for the DBC, sometime after 1977. Its effect remains a big question mark.

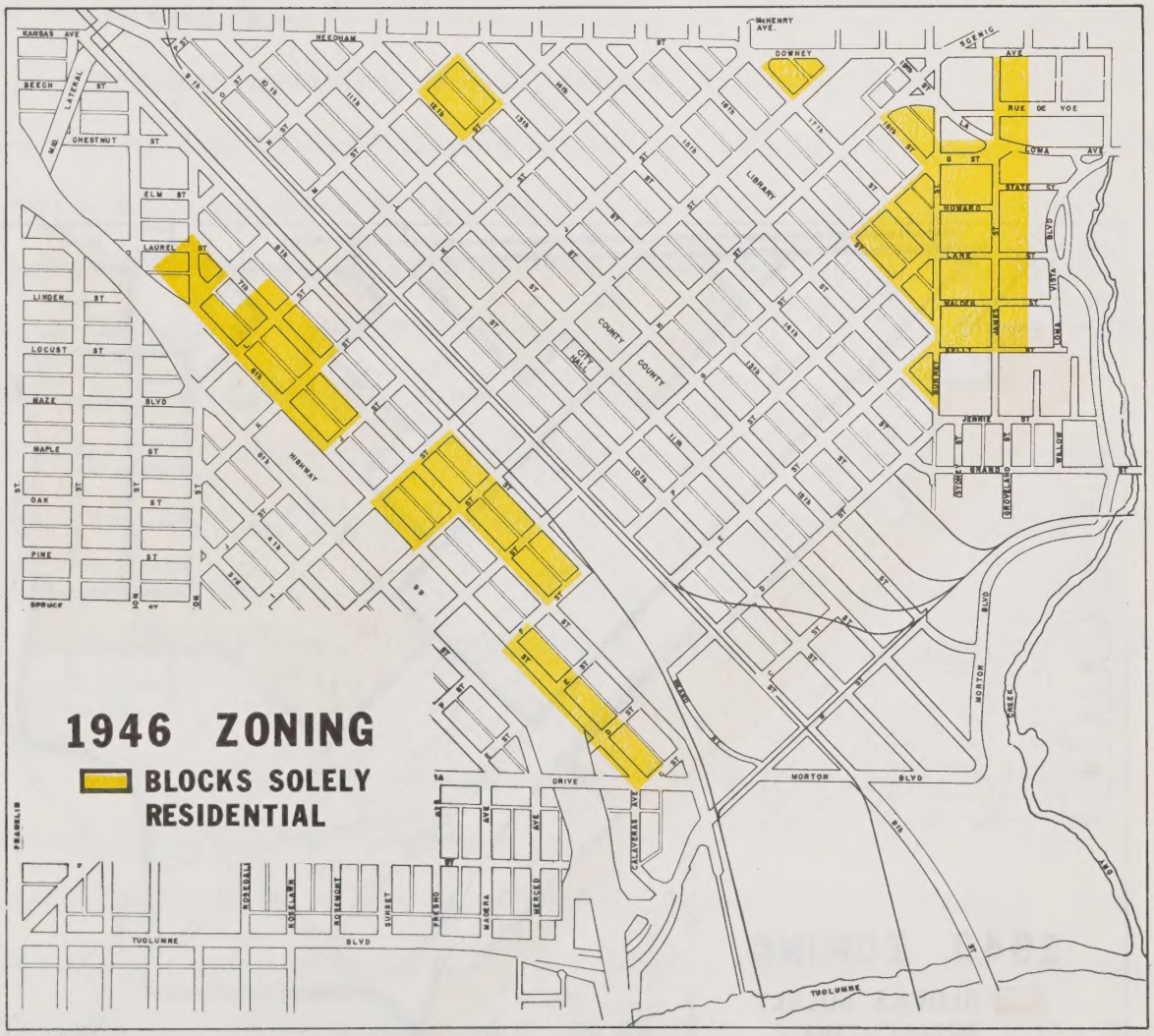
Residential Land Use

"You Gotta Be Kidding" or "Why Not!"

For the past twenty five years residential zoning has changed little. When the downtown was first zoned in 1943 large areas were residential, reflecting then current use.



But within three years commercial zoning had been granted on all but a few blocks. In one rezoning in April of 1946 commercial zoning was granted in 42 blocks which had been strictly residential.



Residential zoning was never given a chance. One can only guess the reasons why, probably some of the reasons expressed today: anticipation of a growth boom, more land zoned commercial will broaden the tax base, let's boost downtown as the shopping center of the county. Not only did a boom not materialize

but new housing units were frozen out since new housing is not permitted in commercial zones. For all practical purposes new housing was not again permitted or encouraged until 1968 with adoption of the downtown planned development zone.

These commercial rezonings were not based on market need and have produced problems as well as economic opportunity. Some housing conversions and oversized signs have blighted adjacent residences. Many houses have been allowed to run down waiting for a commercial reuse. This is unfortunate, because these areas with mature street trees and wide streets are or could be very nice residential neighborhoods.

The effective "freeze" means that most housing downtown is over 35 years old and a substantial percentage is substandard. In short, this is a great example of governmental action leading directly to the decline of a residential neighborhood. It is the type of action that we should religiously avoid in the future. The questions remaining are whether government can and should arrest the decline that has been occurring for thirty years and also stimulate new housing.

Is Housing Good for Downtown?

Yes. It can bolster the market of retail trade and services. The less housing the more businesses depend upon urban area specialization or alter to cope with intensive mid-day trade with lean trade in the evenings and on weekends.

Yes. If based on exclusive residential zoning it can limit the area of non-residential uses so that the latter become more compact and viable.

Yes. It can stimulate better use of public facilities and services due to proximity. The more higher residential densities are achieved the more the museum and library will be used. Heavier-duty utilities and services (fire, police) are also available for higher density living.

Yes. It is within walking distance to the broadest range of employment in town.

Yes. It is advantageous to have as many people as possible close to the center of the inter and intracity bus system.

Yes. Perhaps housing downtown can help the city contain itself. This notion is usually overstated, though, since downtown is most appropriate for childless families who are not the ones applying pressure for 3 bedroom detached, single family housing on the fringe. Well executed higher density housing downtown, however, could help "sell" higher densities in other neighborhoods.

No. It can conflict with nonresidential development goals by being in the way. It's expensive to buy houses, demolish them, and relocate residents. It's socially troublesome too.

But is Downtown Good for Housing?

Yes and No. It can be quite unlivable because of heavy or fast traffic, air pollution and noise, lack of neighborhood shopping and bleakness in places. It can also represent the city's worst housing because unsafe conditions are not abated or because development is so strongly desired that poor designs are accepted. There exist inadequate standards for basic location of housing downtown, inadequate standards for open space, parking, site utilization. There will be many self-appointed "saviors" who, when the downtown housing market becomes viable, will help "save" the city by erecting a string of two story boxes far more devoid in character than the single family houses that were razed. But with proper standards and a strong downtown land use plan downtown can be a good place for housing.

Housing Costs

Building new housing downtown is more expensive than on the city's fringe primarily because of land and clearance costs. A typical 50' x 140' lot downtown but not in the core area costs $20,000 ($2.85 per square foot) and yields a maximum of nine dwelling units in two stories and nine parking spaces (1:1 parking ratio with downtown P-D). Clearance of the site, typically a single family house, costs $500-$800. So the cost per unit for cleared downtown land, served with full utilities and street improvements, is approximately $2,700-3,000 per unit for two story construction.

On the fringe, undeveloped R-3 land costs $20,000 to $30,000 per acre. But a developer is more likely to buy R-1 land at $7,000 per acre and rezone it to R-3. Utilities for large site development range $30,000 to $40,000 per acre for a total of $37,000 to $70,000 per acre for raw land served with full utilities and street improvements. Technically R-3 land can be developed 28 units per acre. Typically two story apartments are built with 18-22 units per acre with 1-1/2 parking spaces per unit (code

minimum). The cost range is then $1700 to $3900 per unit.

The range of raw land costs with utilities and street improvements for downtown and the fringe do overlap. But the difference is more significant when one considers that downtown units in this comparison are developed to maximum density (about 36 dwelling units per acre), whereas the fringe alternative has an ample allotment of open space amenities. 28 dwelling units per acre maximum on the fringe would produce dense development like downtown and the cost per unit for land and utilities would drop to $1,300 to $2,500 per unit.

The other costs are similar whether built downtown or on the fringe: about $11,000 cost for labor and materials per unit; add $1,100 to $1,300 per unit to place parking underneath the structure (3' above grade, 9' beneath grade). Modesto's land costs (lower than those of larger cities) have not justified placing parking underneath structures. A downtown developer of apartments notes that with $11,000 construction costs per unit, approximately $3,000 land costs per unit, 9-11% loan monies, and rents of $125 per month, a project barely breaks even. The only incentive for developments renting at $125 per month is depreciation.

The poor economics of new downtown housing suggest to some people that only non-profit sponsors (like 3 churches, for Ralston Towers project) or public housing agencies will be building new housing downtown in the future. Ralston Towers had several "subsidies" to make it possible: FHA-236 and FHA Operation Breakthrough funds, a 0.33 parking space/unit requirement granted by the city, and the nonprofit sponsorship. Key cost was masonry construction which the building code requires for residential structures of four stories or more. That cost plus the parking requirements (1 space/unit) for conventional residential units in the downtown make such developments difficult to economically compete with more

conventional two story, wood frame units in the fringe and to a more limited extent, downtown.

One future cost savings could be achieved by keeping residential buildings four stories or less. Four stories is improbable, however, because wood frame construction shrinks and cracks excessively and sprinklers are required. Also elevators are advisable over three stories and add initial cost and continuing maintenance expenses. Three story wood frame construction is about the practical height limit if parking requirements can be met but typically, downtown apartments have been two story wood frame construction.

Another potential means of downtown housing could be P-D's enabling first floor commercial with residential above or amending the zoning ordinance to allow new residential uses in a commercial zone. In the 1960's the Planning Commission discussed creation of an R-4 zone with such mixed uses. The question of whether mixing was good or not wasn't answered, though, with the downtown P-D zone providing for review on a case by case basis adopted in place of an R-4 zone.

Two types of mixed use development come to mind. The first is highrise apartments close to the core. For continuity of pedestrian space the ground level should remain commercial (like the Hotel Covell and the Hughson Hotel). The demand for such highrise housing, without subsidies, is small and it is the second type of development which is more likely.

This development consists of a much lower density two or three story structure with an office or store on ground level. A key advantage here is that an office or building owner could live on the site of his business. This combination might also be one way of accommodating the current "right" to commercial uses in certain portions of the commercially overzoned downtown, but adding a requirement that second floor housing be provided with new construction so that some residential characteristics in the area are retained. This type of development might be a good transitional use between

exclusive residential areas and exclusive nonresidential areas. Finally, joint use of parking is possible with this type of arrangement.

Some believe that such a mix is undesirable. They wonder if this development creates a good enough residential environment. This approach might hasten single family conversion. House conversions end up as structures with poor second level entry, paved back yards for parking, and open space limited to front yards. No outdoor patio privacy is afforded the residential tenants.

The surest way of protecting housing, if not encouraging it, is to zone an area exclusively residential. This zoning protects residences from the potential blight of random commercial conversions and parking lots for commercial uses. It also protects areas with modest priced housing that serves a definite need. Exclusively residential areas could perhaps attract more residents because of amenities provided and the prevention of commercial blight.

In an unplanned way the downtown is developing as a mixed commercial and residential area with residential gradually declining. This is different from the option above of mixed uses within one P-D zone. For example, in the Burney, D, 12th, G triangle exists an underlying pattern of older single family homes zoned C-1 and C-2. Office uses are interspersed along with an occasional retail business. If we are to "let it be" then stricter controls should be adopted to make the intrusion of commercial uses into residential areas less degrading. Such controls would include much stricter sign control and landscaping standards for small parking lots to begin with. But staff believes that letting it be will not do the job of protecting housing downtown. We therefore draw the following conclusions.

1. Existing commercial overzoning in the downtown does injustice to commercial uses which are more appropriately concentrated and to residential areas which should be protected.
2. The Downtown P-D zone has been and continues to be a "safety valve" whereby developments, perceived to be desirable, can be reviewed and approved on a case-by-case basis. But broader land use policies are needed.
3. Downtown is varied. There are geographic sectors of downtown with very different characteristics. A downtown housing policy should reflect these differences. Also, housing objectives have to be blended with other land use objectives recommended in this report; consequently, some conclusions that follow are not based solely on materials contained in this section.

Notes:

Recommendations

1. Freeway 99 - SPRR, B Street to Kansas Corridor: Ultimate Residential Phase-Out

Housing is scattered throughout this corridor, principally between 6th and 7th Streets. Only in the Calaveras/Sierra area is it concentrated, and this R-3 zoning should remain so that housing units are not speculatively held and let run down in hopes of nonresidential reuse that may be a long time coming. Ultimately this entire corridor should be devoted to nonresidential use, but as the market can absorb it and not on a speculative basis. The freeway, frontage roads, railroad, and cross-town major streets are a noise and traffic nuisance to residential uses. Yet they are valuable transportation arteries for existing and new nonresidential uses that could be attracted to this area.

2. Downtown Core - Retail Core, Governmental Center: High Rise, First Floor Commercial

This area is a potentially good one for high rise residential with first floor retail, 2nd through 4th floor office perhaps, residential above. The residential could be transient (hotel) or permanent (condominium or rental). The commercial use on the first floor is important if the downtown core is to be a compact retail-office area. Nonresidential uses could also help make the residential uses economically feasible. Finally, parking solutions should occur on a common basis in this area so that development is not stymied by offstreet parking requirements on a lot by lot basis.

3. Northwest Triangle - Needham, K-L, 9th: Mixed Commercial/Residential

This area is heavily traversed with major streets. Office development has been the strongest new use in the area. First floor office, second

floor residential, new construction should be considered acceptable or apartments even at first floor level.

Commercial uses should be retained in the downtown grid and not extended north of Needham. Consequently, R-3 (motels permitted by use permit) should supplant the C-1 on the north side of Needham.

4. Northeast Triangle G, Burney, D, 12th: Strongest Potential for Residential; Some Offices

The R-3 area should be retained and expanded. The property values in this area have remained stable, indicating little pressure for nonresidential, higher value, development. While general commercial could continue along the D Street frontage, commercial uses throughout the area are not warranted. Medium rise residential for elderly would be very appropriate. Residential high rise would be generally inappropriate because of lack of parking and over-dominance of a basically two-story residential area. Staff recommends that residential and offices (but not retail) be allowed along 12th, 13th, 14th and 15th and residential only along 16th, 17th, and 18th. The entire area would be zoned R-3 (with exception of D Street frontage lots) with P-D zones used for the offices. The closure of Burney Street at Kelley Street should also be considered to divert through traffic from a narrow collector street to the City's one-way couplets and thwart the blighting effect of heavy traffic through a residential area. This closure would divert traffic to and from the new DMV office off of Burney and onto the couplet where it belongs.

5. Burney - G - Dry Creek - Jennie: Exclusive Residential

Aside from a DMV site at Jennie/Burney, additional nonresidential encroachment should be curtailed because of an incomplete, narrow street system

and established residential area. The north side of Jennie Street should be rezoned from C-1 to R-3. A professional and business office and off street parking corridor between Jennie and Grand is recommended as a transition between residential uses to the north and industrial uses to the south. Retail trade and service, warehouse and industrial uses are not recommended in the Jennie-Grand corridor. The zone which comes closest to this recommendation is the P-O zone with business offices permitted by P-D. Therefore, the M-1 zoning on the north side of Grand should be changed to P-O.

Notes:

Public Rights of Way & Parking

Parking

Downtown parking first gained notoriety in 1945 with the beginning of on-street meters. It was hoped that the revenue would pay for offstreet parking. Offstreet parking was a bit scarce in the 1940's, a report indicating a shortage of over 3,000 spaces! So in 1950 a Parking Authority was created. During its five year tenure the Authority either purchased or leased about 600 spaces. In 1955 two events occurred which still shape the downtown parking program today. The Parking Authority was dissolved in anticipation of a charter amendment which would have allowed the City to sell revenue bonds for parking, and the charter amendment was defeated. In response to dissolution and defeat the City adopted zoning ordinance parking requirements and a pay-as-you-go offstreet parking program. In 1975 the City has approximately 300 more revenue producing spaces than in 1955. More spaces have been developed but then phased out for operation as private lots not necessarily available for public parking. The zoning regulations have provided substantially more spaces, but these regulations and the City lots are still not able to meet total need, regardless of whether we were 3,000 spaces short in the 40's or not.

Zoning Regulations

The major reason the zoning regulations have not met the need is that all existing buildings in 1956 were "grandfathered" in. Essentially this means that many core buildings are exempt from the requirements. For example, Penney's does not have to provide spaces since its building existed prior to 1956. This was indeed a reasonable course of action then and still would be today. Don't penalize downtown by applying new standards to existing uses (although as we will see later, this philosophy was not adopted with

the Dangerous Building Code). The zoning regulations are aimed only at providing offstreet parking with new construction. But even here there is a catch. If a building is demolished and a new one constructed on the same site, the new building is given "credit" for the number of grandfathered spaces. If Penney's was torn down tomorrow and a new retail or office structure built in its place, no parking spaces would probably be required under current codes.

The other major problem with reliance on the zoning regulations is that some government agencies and utility companies have chosen to either ignore the Code or utilize the credit. As government and utility employment grows downtown employee parking may or may not be met. Currently it is not, a situation to be discussed shortly.

Parking Demand

Total parking demand is the sum of spaces needed for all day employee parking and short term customer parking. For example, we estimate there are approximately 6900 manufacturing employees downtown. A survey of these employees indicates that for each employee there are 0.9 cars driven to work and parked. Therefore, we estimate employee parking demand to be 6200 spaces. Table 1 summarizes the results of such calculations for both employee and customer parking. Note that a decline in the cars/employee ratio is anticipated but uncertainty dictates a range of ratios for 1980 and 1995.

Table 1: Downtown Parking Demand

Type	Cars/Employee	1975	1980	1995
Employee Demand	0.90	6200	6680	9000
	0.85		6300	
	0.80		5950	
	0.70			7000
	0.60			6000
Customer Demand		2600	2600	3250
Total Demand		8800	8550-9280	9250-12250

The 2600 customer demand in 1975 is based upon home interviews conducted by the State Department of Transportation in 1970. Since five years have elapsed the 2600 figure should be considered a minimum. We have chosen to leave customer demand at 2600 in 1980 due to the anticipated loss of department stores balanced against an increased service demand. The 3250 customer demand for 1995 simply reflects an arbitrary 25% increase over 1980. Estimating customer demand twenty years from now can be nothing but a guess.

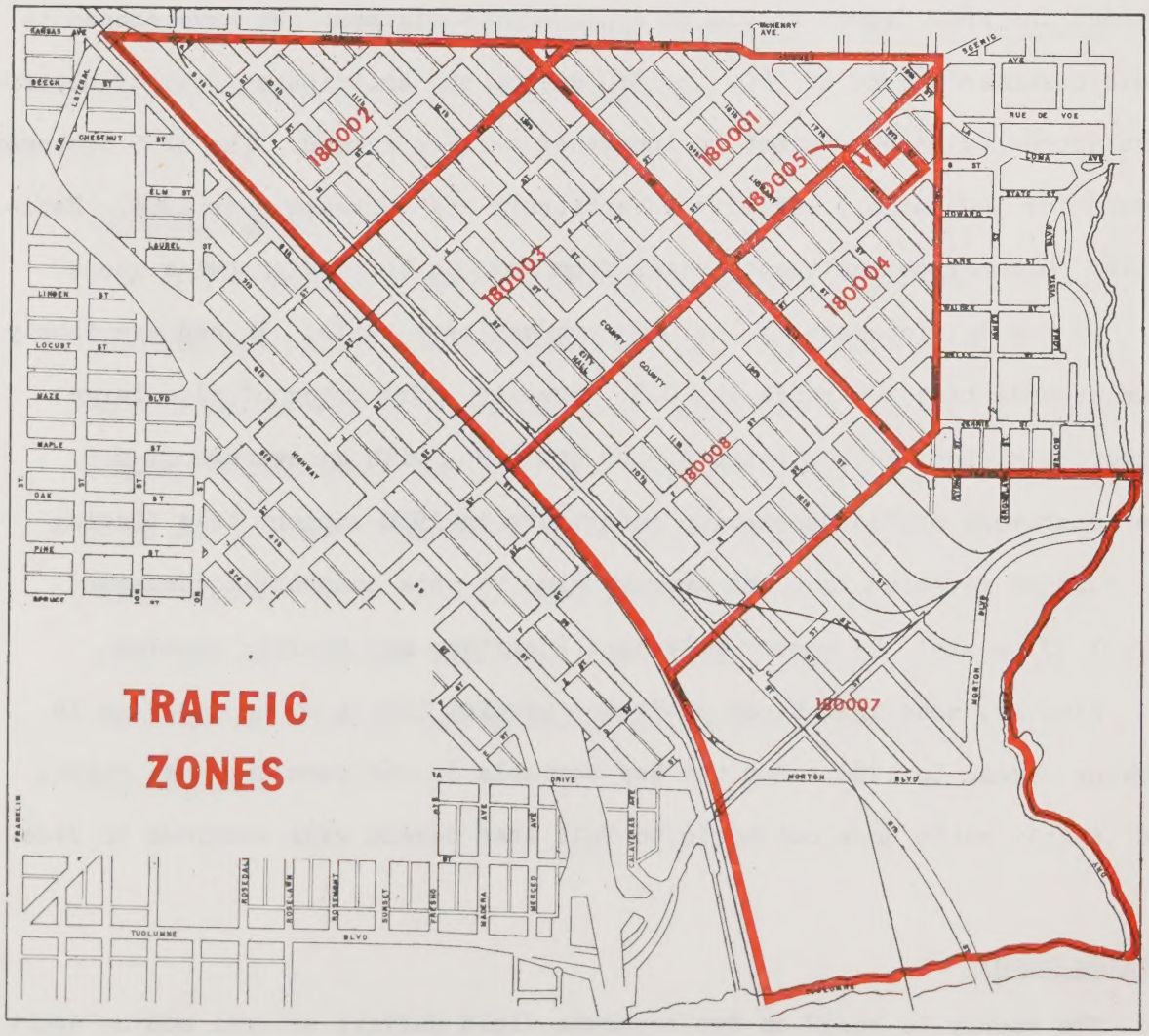
Of special interest is the 0.9 cars/employee ratio. It had previously been assumed that the ratio was 0.5. However, our survey of five large employers yielded ratios between 0.82 and 0.96, with an average of 0.9. The Department of Transportation interviews in 1970 support this finding and further revealed that the average home to work automobile contained only 1.07 people! No wonder we've got a parking and traffic problem.

Finally, note that these estimates predict little or no increase in parking demand to 1980. But the key variable is the cars/employee ratio, and if this ratio does not begin to fall then demand will continue to rise.

Parking Supply

The supply is based on two separate field surveys several months apart of about 70 downtown blocks. In counting spaces we distinguished between spaces available for employee (all day) parking and customer parking.

Except for 25¢/day lots, any fee lots, metered spaces, or time limit zone spaces were not considered available for employee parking. The 25¢/day lots and all other on and offstreet spaces were counted as employee parking. Breaking the total count into traffic zones we found the following matches between supply and demand in 1975.



Parking Supply and Demand by Traffic Zone, 1975

Traffic Zone	Employee Demand	Employee Supply	Customer Demand	Customer Supply
180001	844	1348	354	351
180002	804	1058	335	372
180003	2904	1794	1217	1416
180008	960	1134	403	367

In traffic zones 180001, 180002 and 180008 parking supply either comes close to or actually exceeds need. Theoretically this means that some spaces in these areas are available to bolster the insufficiant supply in 180003 (the core area). On the employee side if all extra spaces are allocated to 180003 this zone is still short almost 200 spaces. But 200 of these extra spaces are at the former Lincoln School site and are simply too far from the core. Taking their unavailability into account leaves an employee parking deficiency in 180003 of about 400 spaces. Obviously these employees are parking somewhere now, many of them probably in metered spaces which puts a strain on customer spaces in 180003.

Based on this comparison of theoretical supply and demand we conclude that the foremost parking need is for 400 employee spaces in traffic zone 180003.

Where Do All These People Work?

By far the largest employers in 180003 are the County, Pacific Telephone Company and the City. The County employs 510* at the courthouse and provides only a limited number of spaces for county vehicles. The Telephone Company has several hundred employees over a 24 hour period at several locations with insufficient parking. There are 125 workers at City Hall, over 100 drive

*There are an additional 130 Deputy Sheriffs who report to work at the Courthouse.

a car to work, but the City does not specifically furnish them parking.

While both the City and County employment totals are temporarily (at least) inflated by federal employment programs there is no question but that City and County employees cause the major employee parking problem in the southern half of 180003.

Who's Gonna Fork Out?

Downtown Plan staff feels it's the responsibility of the City and County to provide employee parking in their vicinity. Other downtown property owners should not be assessed to fill this need. Ideally, the County should pay the majority of the costs, but staff recommends that the City take the lead on this project. The project would probably consist of one large multi-level garage with most spaces on a leased basis for all-day parkers and some spaces for customer parking at a higher fee schedule. Provisions of some customer parking would enable the City to sell its lot on the corner of 12th and I for commercial development. This is far too valuable a corner to be used for ground level parking, but too small a parcel for multi-level parking. The proceeds from the sale would be used toward the garage project. Later in this report we will discuss a transportation center and the auditorium/theatre, exploring how these projects might be tied into the parking project.

This approach could be taken one step further with creation of a parking district to supplant the zoning regulations within a "core" area. A district could be totally publicly funded, but more likely would be supported by assessments against district property. The assessment approach has not been acceptable as a means of funding past beautification projects, but perhaps parking is perceived as more worthwhile. Allowances might have to be made for parking already privately provided in the district to gain sufficient support. For why should a property owner with

parking agree to assess himself to provide his neighbor with spaces?

The advantages of a district to the City are many. Small scattered private and public lots on individual parcels could be replaced with well located garages and hopefully more compact development would occur. A district is more likely to keep pace with need than a zoning ordinance crippled by grandfathering and credits. Parking and bus rates could be easily manipulated by the City to reflect policy. The disadvantages would be that on-street meters would probably have to remain until such time that on-street parking was so hard to find that people wouldn't object to paying for a space in the more costly parking garage. And "more costly" is itself a disadvantage. The City's current on and offstreet parking program operates in the black. To operate garages in the black would be extremely difficult without high property assessments and higher employment densities. The district and garage approach is tailored for the squeeze play.

Another option for providing parking would be to rely on privately operated parking lots. In order to stimulate owners of vacant property to build and operate lots on any signficant scale, the City would have to raise rates in its lots so as not to undercut private competition. How high would the rates have to be? Assume that the 58 space lot the City plans to build at the northeast corner of 10th and H were to be privately built. Also assume the land is vacant so there would be no demolition cost. In short, you own this 150 x 140 foot parcel and want to build a single level parking lot. As a rule of thumb you'd like a return of 1% of the cost of land and improvements per month as gross rent. Assuming 80% occupancy (generally considered a full lot) five days a week you would need to charge about 35¢/hour. The employee would pay over $3/day for parking, the average customer maybe 70¢/trip downtown!

As a pricing policy to discourage automobile use this option would be terrific. It is hard to conceive of a better incentive to ride the bus to work (if it were available). As a strategy for providing needed parking this option would probably fail. Consumer and employee resistance would be overwhelming. We should not adopt any programs or policies which would make downtown any less convenient to the shopper and customer than it already is. Simply refusing to provide spaces or making fees very high will not succeed under present circumstances in reducing auto traffic or encouraging bus use. The DID sells commuter bus passes which reduce the cost per ride to a mere 12-1/2¢, yet this has done little to increase ridership because we have no commuter system. The only reasonable alternative to more parking is a first rate bus commute system with lines running directly downtown along the major streets at frequent intervals. And we should emphasize that the 400 space program recommended here is needed to meet a current as well as a future need calibrated on increased mass transit use.

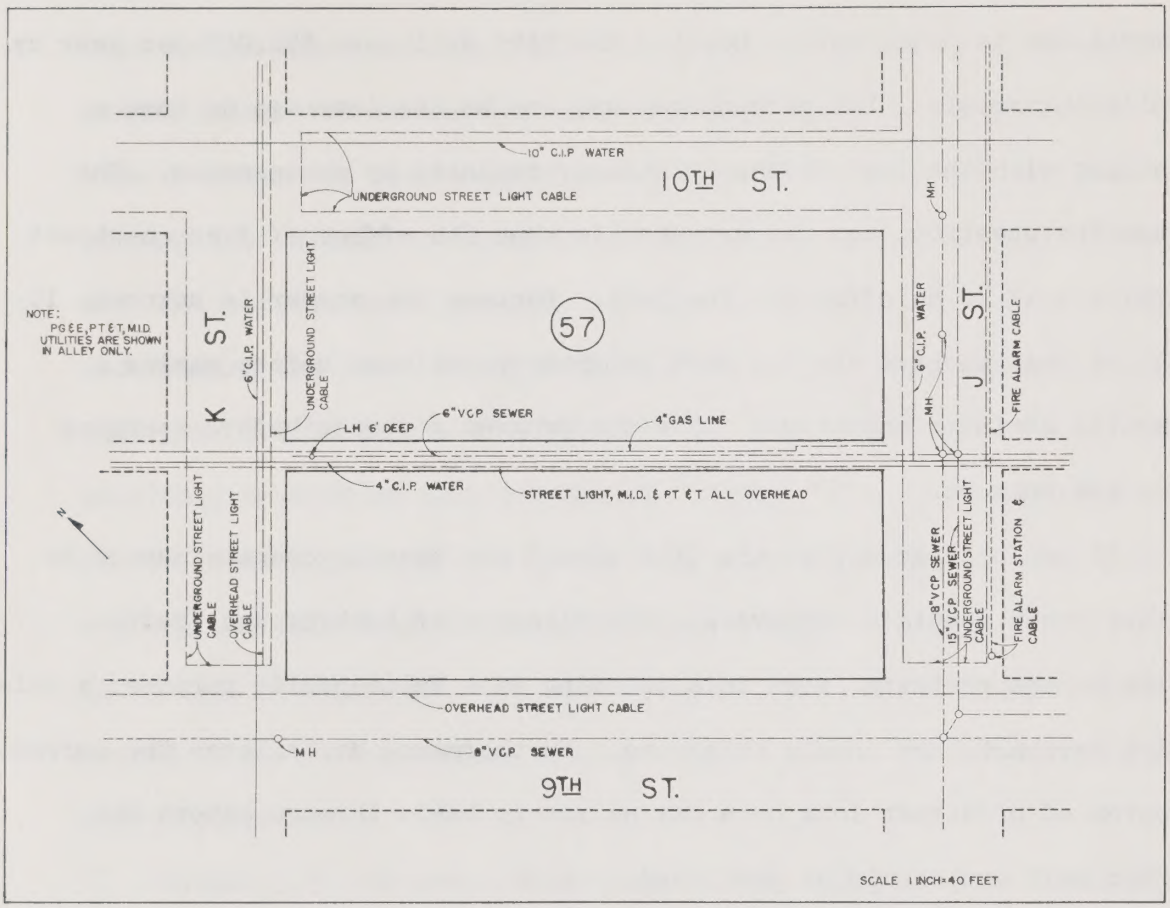
Finally, the meters. Meters are a user charge. Staff has no philosophical argument with user charges. In this instance the charge is only being applied in one area of the city creating a comparative disadvantage for that area. But would downtown be any better off without meters? Staff believes not. If downtown businesses are competitive then the slight inconvenience of paying for parking with meters won't make any difference. No matter where you shop you pay for parking, meters or not. As previously pointed out, the reduced costs for parking and landscaping for many downtown businesses, if passed on to the consumer should make these businesses competitive. On the other hand, it won't suffice to support meters based solely on their performance, a net of only 300 offstreet revenue producing spaces has been provided with this method in the last 18 years, or 17 spaces per year.

Staff believes that meters should be viewed as one part of a total parking package. First, the City-County parking garage. Second, a core parking district. Once these key elements are accomplished then meter removal can be dealt with. Granted the City will lose $50,000 per year by abolishing meters. But perhaps removal can be the leverage to form a district with the lost revenue partially replaced by assessments. The lingering question, and the key one, is what the effect of free on-street parking will be on offstreet fee lots. Because the answer is unknown, it will be best to have the two part program operational before making a specific decision on meters. Give the program a chance before stepping into the unknown.

It can be argued that the City should not have to operate meters to police other people's employees. The Director of Parking and Traffic, quite to the contrary, sees this policing as a valid public purpose, a role which merchants are unable to assume. Furthermore, he believes the current program of offstreet lots on a pay as you go basis through meters has worked well and should be continued.

Streets and Alleys - "To Close or Not to Close"

Approximately 35% of the downtown is in streets and alleys. Some consider this is an extravagant waste of land while others see it as necessary to provide sufficient commercial frontage and traffic movement. The other consideration, of course, is that the streets and alleys carry utility lines both overhead and underground. As just one example of the utility complication is this sketch of block 57 and surrounding streets.



As this map partially shows there are storm drains, sanitary sewer, water, underground electrical, gas, and telephone to some extent in all of the streets. If a street were to be closed these lines could probably remain as long as no permanent construction was undertaken in the right-of-way. Relocation of these lines to accommodate new construction would be a difficult and expensive process. The costs can't be estimated in general, though, due to the variety of problems which would be encountered.

Alley closures add another dimension to the problem for most of the existing structures downtown receive utility service from the alley. While it's physically possible to move utilities out of an alley, the problem faced by property owners could be significant. Since utility services are oriented toward the alley, reorientation to the street would require costly private modifications and may in some buildings be impossible.

Staff doesn't want to paint a bleak picture to discourage street or alley closure. We feel that in some instances desirable development has been and will be hindered by alleys which split a block. But we do feel it is necessary to show all the problems associated with relocation of utility lines. In the past several attempts to close streets have been turned down by the Planning Commission giving the feeling that closures are undesirable. We don't believe the City should be giving this impression anymore. While streets and alleys are needed for moving traffic, emergency vehicle access, and carrying utility lines, closures should be given serious consideration on a case by case basis.

Street Condition

The appearance of many streets downtown leaves much to be desired and they show stress from age and use. Resurfacing can be used to overcome most of these stress and visual problems. A review of structural condition by the Public Works Department indicates, though, that structurally they are reasonably sound and the need for actual physical repair limited. The two most persistent problems are high crowns and humps at reflective cracks.

The crowns have been built up over a period of years by successive overlays of asphalt. This in itself is not an adverse condition except when too many overlays cause the doors of parallel parked cars to catch on the sidewalks. Reflective cracks are found in overlays of asphalt concrete

over Portland cement concrete streets. They are often a repetition of cracks in the joints of concrete pavement and can easily become humped. Humping is caused when debris fills the crack and then slips between the asphalt concrete and Portland cement when the pavement expands and contracts.

There is only one way to prevent reflective cracking and it is very expensive. Public Works sees three other options for resurfacing downtown streets when necessary: slurry seal, 1" asphalt overlay (where crown conditions permit), heater planing with half inch asphalt overlay. The cost per block is $900, $2400 and $2800 respectively. By comparison the method which prevents reflective cracking costs $6300 per block.

The Public Works Department believes that slurry seal is appropriate for the lesser used streets. 10th Street will be sealed in this manner shortly. The higher volume streets will necessitate the costlier treatments.

Staff does not recommend any specific resurfacing projects at this time. Once a complete plan is adopted and specific projects are approved then a closer look at specific resurfacings can be undertaken. The construction of a new large facility, such as an auditorium, would probably dictate the priority in which resurfacings are scheduled.

Alley Condition

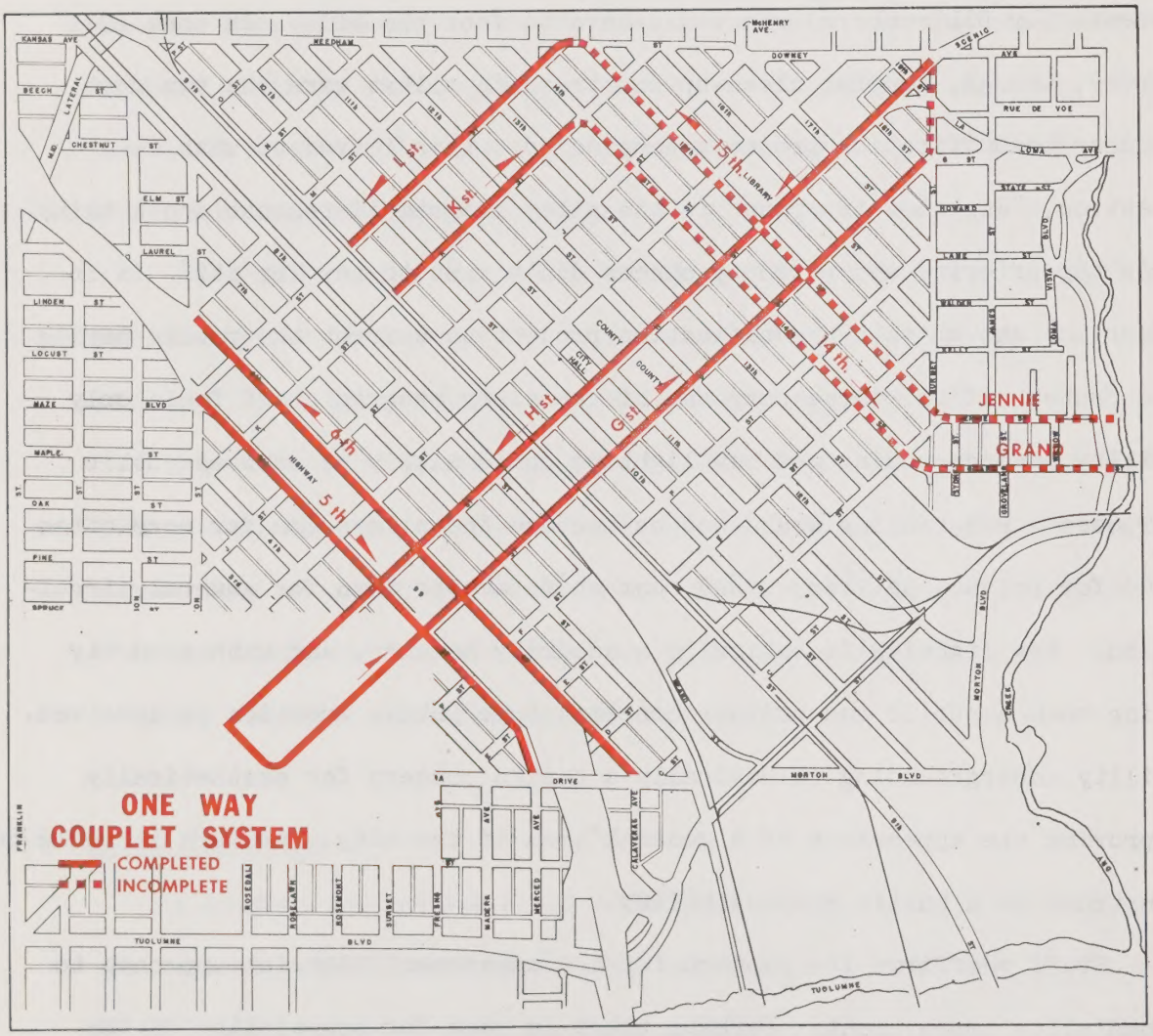
A program to improve alley condition has generally meant replacing the current surface, undergrounding utilities, and installing new lighting. In 1973 the cost of this three fold program was estimated to be $11,500 per block. The City and DID were to pay a portion of this cost with the bulk left to property owners at a cost of $8.75 per front foot plus the cost for connecting to new underground services (generally believed to be minimal). In April 1973 the City Council approved the three fold program. It was then up to the DID to collect enough property owner signatures to form an alley improvement district (50%). So far the DID has been unable

to obtain the necessary signatures. The DID attributes this unenthusiastic response to uncertainty over the connection fee and a feeling that alleys just aren't important enough to warrant the expenditures. DID members in 1971 listed alley resurfacing as the fourth most important beautification program and undergrounding utilities as the eighth. Such an unenthusiastic response was bound to be reflected in opposition by property owners (not necessarily DID members) who would have to foot the bill. In that 1971 survey, though, general clean-up and trash in alleys were the two most popular beautification projects considered. This leaves us with the question, "Just how important is the alley program if tenants don't think it's top priority and property owners don't want to pay for it?" Is it important enough as a beautification project to warrant the public paying the costs? Of the three purposes of the alley program staff feels only utility undergrounding and new lighting could easily be seen as public purposes. Resurfacing would not be because the alleys are far more often used for private deliveries and rear store access than for general circulation. New lighting is basically a security measure, and with security being both a public and private concern, some public function is involved. Utility undergrounding is basically a design concern for aesthetically improving the appearance of a general area of the city. As such it could be construed as a public responsibility.

Staff reaffirms its support for the assessment district approach to broad alley improvement. Perhaps there is room for negotiation on the shares of the various parties, but only after sufficient interest has been displayed in the program to begin with. In the section on urban design we will detail the design concerns with overhead utilities.

Couplet System

Years ago the City adopted a one-way couplet street plan for the downtown area and vicinity. Parts of the system are as yet imcomplete.



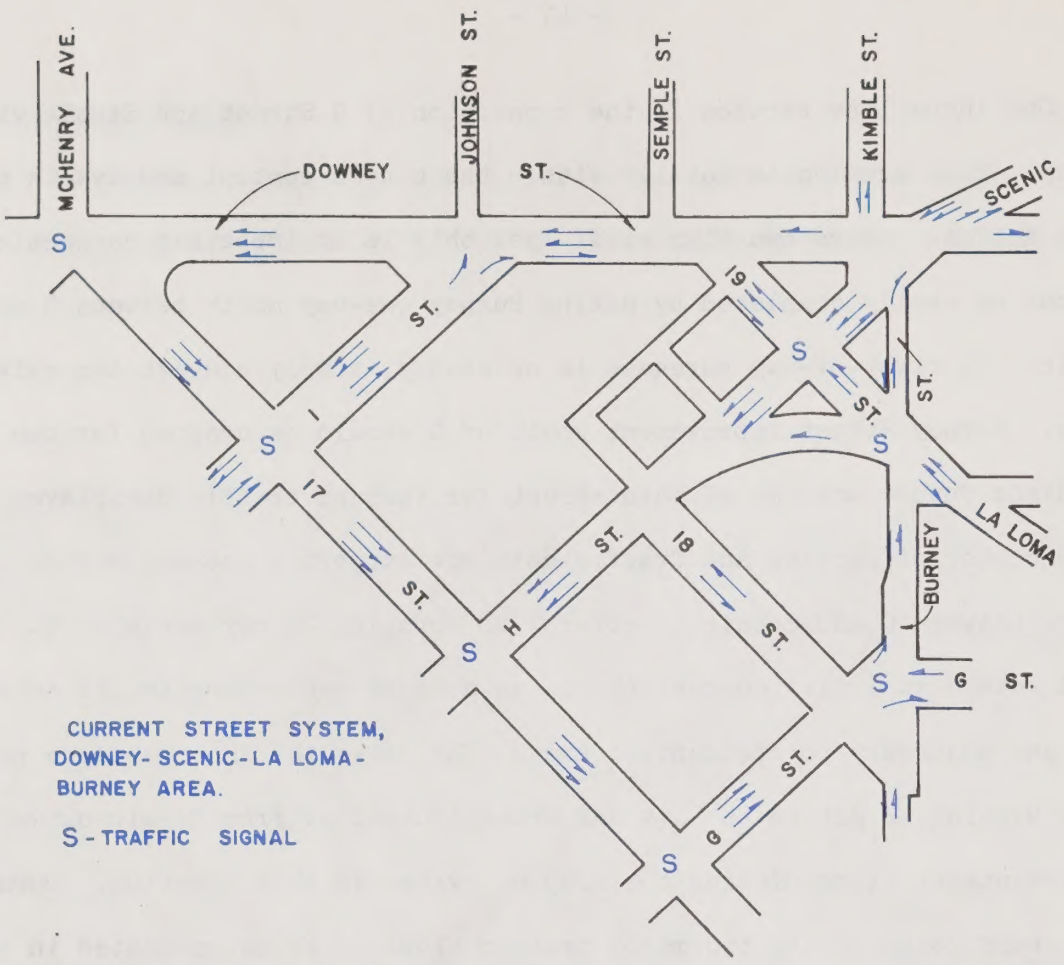
The 15th/Jennie and 14th/Grand sections have not been started because of postponement of the Jennie Street bridge (state project). The L and K Street segments were modified in 1970 to stop at 9th Street and not continue to the freeway as originally planned because the state felt it could not afford the project.

One incomplete section is the connection of G Street and Scenic via Burney. This section is totally within the city's control and awaits no state action. Downtown Plan staff feel this is an important connection and can be easily completed by making Burney one-way north between G and Scenic. No right-of-way purchase is necessary, simply convert the existing lanes. Burney Street improvement south of G should be dropped for the immediate future and use of this street for through traffic downplayed. The Director of Parking and Traffic does not support a one-way north Burney between G and Scenic or efforts to downplay Burney south of G. He would retain it in its current status as a truck route despite its narrowness and adjacency to residential areas. He feels the inconvenience caused those wishing to get to La Loma and Grand (Yosemite) from Scenic outweighs the advantages of completing the couplet system in this location. Downtown Plan staff contends the two major traffic flows to be accommodated in the area are Scenic-downtown and McHenry-La Loma. While the Scenic-downtown and back flow could be satisfied simply by changing Burney, traffic flow throughout the area could be improved with a more comprehensive street system change.

The key changes in the proposed redesign are a one way north Burney, a two way Downey, a right turn only on Burney at G, and a one way 19th. The benefits of this design are believed to be:

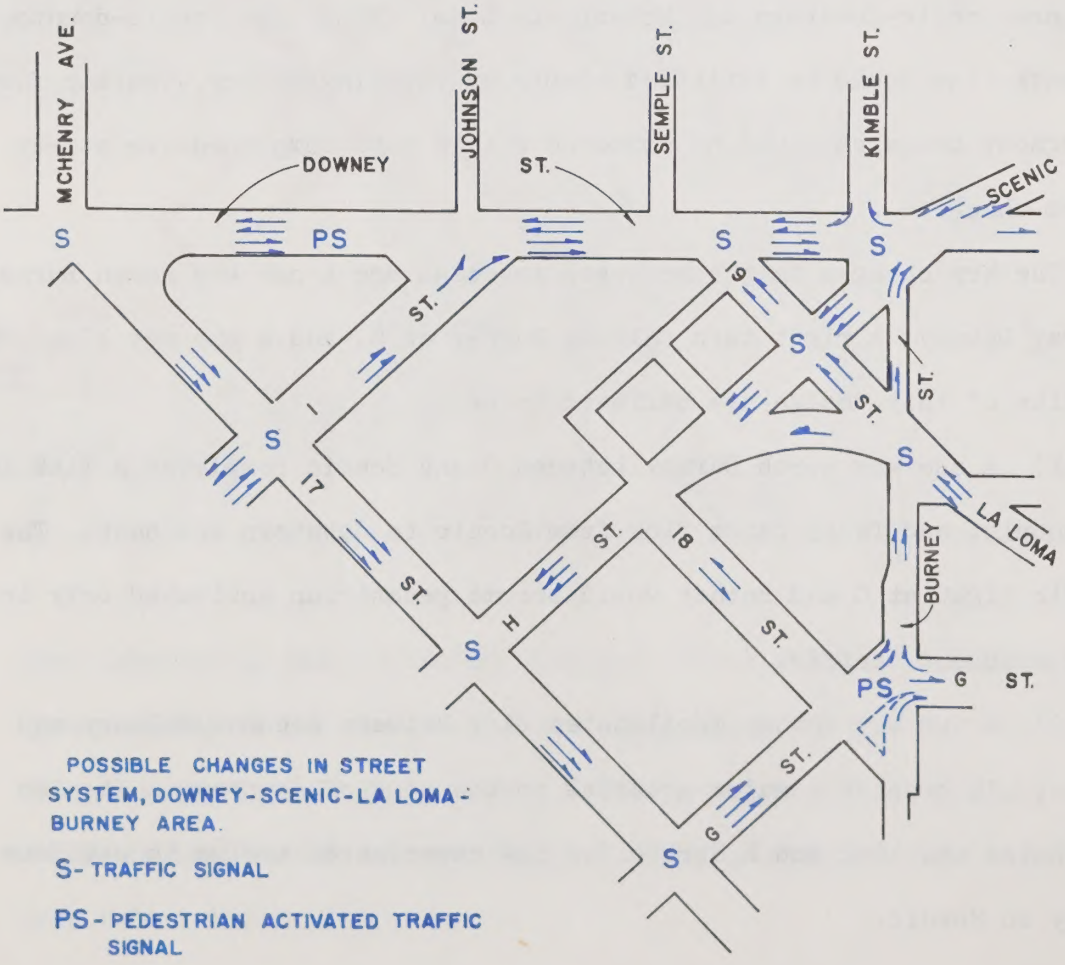
1) a one way north Burney between G and Scenic completes a link in the couplet and facilitates flow from Scenic to downtown and back. The traffic light at G and Burney would become pedestrian activated only to speed outbound traffic.

2) a two way Downey facilitates flow between Needham/McHenry and Scenic. It creates a major arterial on the edge of downtown. It also eliminates the 19th and H Street jog now experienced trying to get from Downey to Scenic.



CURRENT STREET SYSTEM, DOWNEY- SCENIC - LA LOMA - BURNEY AREA.

S - TRAFFIC SIGNAL



POSSIBLE CHANGES IN STREET SYSTEM, DOWNEY - SCENIC - LA LOMA - BURNEY AREA.

S - TRAFFIC SIGNAL

PS - PEDESTRIAN ACTIVATED TRAFFIC SIGNAL

3) the right turn only on Burney at G prevents northbound traffic from interferring with the flow on the couplet. It also downplays Burney and hopefully forces northbound traffic to major streets such as 14th, and 15th, and G Streets.

A secondary feature of the redesign is a one way north on I between 17th and Downey. The purpose of this change is to downplay both turning movements at the I/Downey intersection as well as thru traffic between I and Johnson. Johnson is a narrow residential street sharing too much of a McHenry by-pass traffic flow.

The Director of Parking and Traffic does not support this redesign feeling that traffic movements in the area at this time are not of such a nature to warrant major changes. Downtown Plan staff acknowledges that some of the less important traffic flows are inconvenienced by the proposed changes, but nevertheless feels the benefits outweigh the disadvantages and the proposal merits serious consideration.

Tidewater Southern Railroad Franchise

In 1966 Tidewater Southern's franchise to operate on public streets was renewed for twenty years. Renewal followed an unsuccessful attempt to have SP tracks utilized for TSRR traffic. The City receives 50 cents per track foot per year for the franchise, or about $3800 per year for track both within and outside downtown.

In the downtown area TSRR tracks run along 9th Street with additional tracks to the east of 9th between E and B Streets and along B to the west of 9th.

Section 7(e) of the franchise ordinance states,

> "Whenever the City ... shall have previously constructed pavement ... the grantee shall maintain and keep the portion of the street used by the track or tracks of the grantee and between the rails and for two (2) feet on each side thereof ... constantly in repair, flush with the street and with good crossing, all to the satisfaction of the Superintendent of Streets."

As anyone who has ever driven 9th Street knows the railroad has had difficulty living up to these provisions of the ordinance although the new section near Needham is smooth. While some periodic maintenance occurs, one has the distinct feeling it relates to railroad needs rather than street problems. Twice a year the Superintendent of Streets inspects the tracks, and the inspection reports are sent to the TSRR and Public Utilities Commission. The City "encourages" repair of track areas in bad condition. Downtown Plan staff believes it's time to pursue "encouragement" strongly enough so that franchise terms are met. A specific schedule of repair should be instituted with the first year including repair between E and G Streets, J and L Streets, and in the vicinity of the intersections of 9th and M, 9th and N, and 9th and O Streets. 9th Street can be made safer and smoother. It requires no new legislation or action, simply stronger enforcement of the franchise ordinance.

Summary of Recommendations for General Land Use

Commercial and Service Land Use

- concentrate retail uses in and around existing retail core through zoning, with service use in and around retail

Office Development

- no additional lands for potentially large office parks should be created outside downtown either through zoning and development plans or zoning
- establish mechanism for larger scale land assembly downtown

Wholesaling, Warehousing, Industry

- establish a basic pattern for future circulation south of D Street consisting of 11th from D to Morton and B from 9th to 11th

Residential Land Use

- railroad to freeway: ultimate residential phase out
- core: highrise with first floor commercial, common parking solution
- northwest triangle: mixed commercial/residential, rezone C-1 north side of Needham to R-3
- northeast triangle: residential/office on 12th-15th Streets, exclusive residential on 16th-18th Streets, entire area except for D Street frontage zoned R-3 with P-D zone used for offices, closure of Burney at Kelley
- Burney to Dry Creek: exclusive residential north of Jennie, rezone C-1 on north side of Jennie to R-3, long run future for Jennie-Grand corridor as business and professional offices so rezone C-1 and M-1 to P-O with P-D zones for business offices

Parking

- City and County provide 400 employee parking spaces in traffic zone 180003
- formation of a core area parking district to replace zoning ordinance offstreet parking regulations

Streets & Alleys

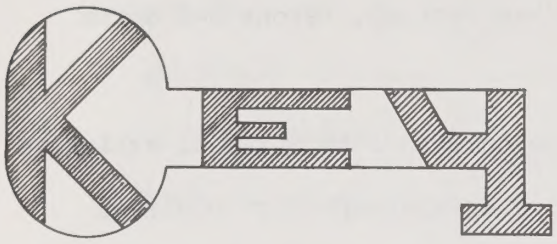
- consideration of closure on a case-by-case basis
- assessment district approach for alley refurbishing as already approved by City Council

Couplet System

- Burney one way north between G and Scenic with right turn only on Burney at G (minimum action)
- complete redesign of circulation as illustrated on page 48

TSRR Franchise

- institute specific repair schedule on 9th between E and G, J and L, and in and around the intersections of 9th and M, 9th and N, 9th and O Streets



FACILITIES

A TRANSPORTATION CENTER

B AUDITORIUM THEATER

C DOWNTOWN PARK

D POST OFFICE

Key Facilities

In this section we single out four specific facilities which have been considered by various people and groups to be key facilities in downtown's future. These potential projects also merit special detailing since they include by far the most expensive public projects discussed in this report.

Transportation Center

or

"I'd rather walk clean across town . . ."

The central mode of inter and intra-urban transportation in Modesto and the Central Valley is the private automobile. Yet the amount of inter-urban bus traffic through Modesto may surprise some. Every 24 hours Greyhound has approximately 60 schedules which stop here, almost all of which are a rest or meal stop. A schedule consists of one or more buses running in tandem, and it would not be unusual to find three or four buses per schedule on the heavier runs. Continental Trailways has 17 schedules every 24 hours with three making rest/meal stops. In total, then, there are almost 80 bus schedules through Modesto every day.

In addition to Greyhound and Continental, the Modesto Motor Bus Service has its unofficial hub at the corner of 10th and J Street. Five of the six bus routes go through this central transfer point. Unfortunately this is a street corner station with no shelter from the weather or other facilities such as restrooms.

Within two years our urban bus system will be greatly expanded. These new routes would probably use the 10th and J location as the end or transfer

point. This raises the question whether the Modesto system should have some type of station to provide shelter as well as public facilities such as restrooms. If we are to attempt to increase ridership and establish new public transit routes will more basic facilities need to be provided? Would a more direct linkage to Greyhound and Continental help too with making the system more attractive? Certainly a convenient intra-county bus feeder system would be helpful to both of the national carriers. And finally, if we do need a station of some sort would it not be advantageous to have all three carriers together? This is the key question which we must attempt to answer.

Greyhound has indicated that they have no definite plans for a new station in the next three years. In the mid 1960's they considered moving out of downtown but chose to remain close to the freeway. While many of the line's stations are simply franchises, the station at 10th and G is owned and operated by the company. They do believe that a direct linkage to the local bus system would be advantageous. What is their reaction to a union (joint) terminal in which they would be lessee's? They have no inflexible policy vis a vis owning/renting and would be interested in pursuing a union terminal with all interested parties.

While Continental has a much smaller operation in Modesto than Greyhound their traffic has been growing and based on estimates of our growth they anticipate need for a bigger station within ten years. Continental's reaction to a union terminal was essentially the same as Greyhound's. It is possible, though, that the Continental station has a shorter life span than ten years due to its location. Once Sears has moved, the Continental station and a small used car lot will be the only remaining uses on the block. This makes the block a prime candidate for large scale renewal with the Sears buildings most likely being demolished. We do not discount the possibility of reuse of the buildings, but since almost all the parcels are

under common ownership we feel large scale renewal is a desirable possibility. Such renewal could be either private or public (see following section on auditorium for one possible project). If the entire block is to be renewed it is highly unlikely that the developers would want to sandwich a bus station in the project. Therefore, it is felt that the time frame for a new Continental station could be less than ten years. This is reinforced by the fact that the Continental parcel is for sale.

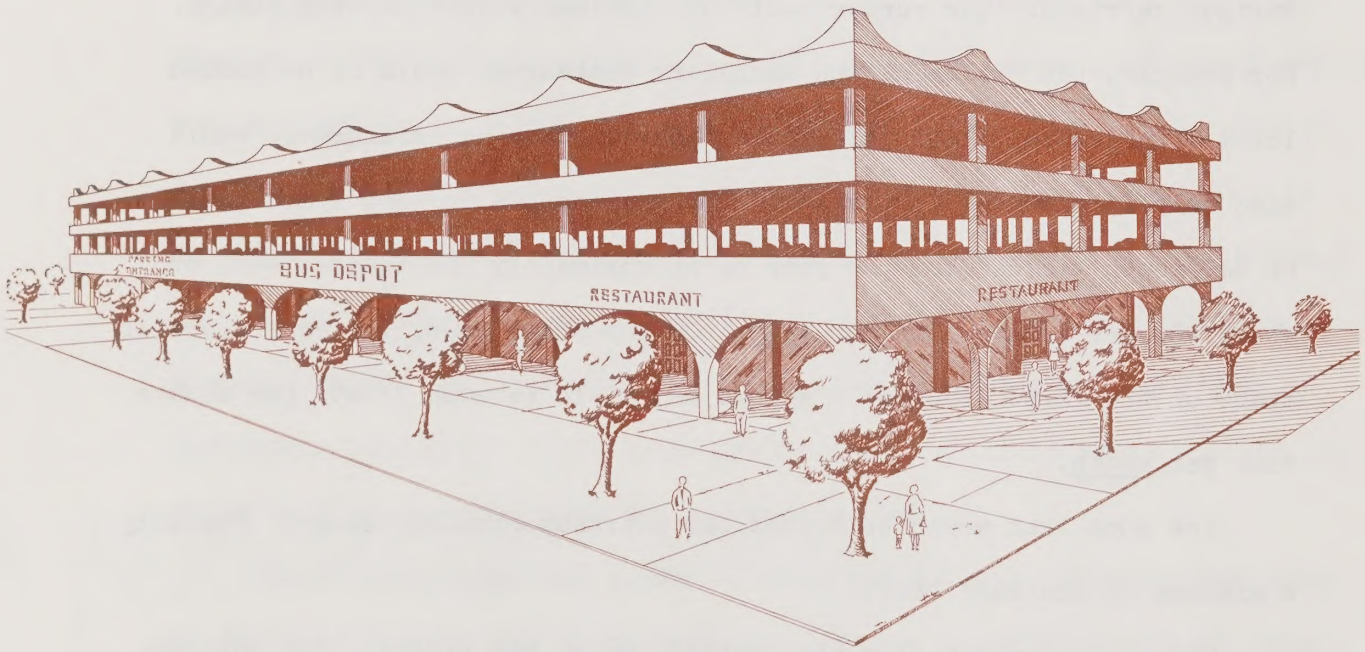
We know of no present day examples of a union station such as we are considering here. Specifics are scarce but possibilities are exciting. A center could be publicly built and owned with leases extended to the various carriers. The center could be combined with a parking garage. For example, the bus depot and ancillary restaurant would be on ground level with several floors of parking above. Such an arrangement would also help finance needed parking. For instance, a parking space leased at $10/month yields $120 per year on approximately 300 square feet, or about 40¢ per square foot per year. On the other hand, leased commercial space on the first floor of a garage may yield between 35-45¢ per square foot per month.

How much land would be needed for a transportation center? Probably a minimum of one half block.

Who would benefit from the center? Local bus riders. The bus companies. Downtown parkers under the parking garage approach. The local economy with a strengthening of the role of Modesto as a major valley rest and meal stop.

How much might it cost? A very rough estimate is detailed in Appendix B for a joint bus depot/three floor parking garage with the cost close to four million dollars. A depot by itself would naturally be far, far less expensive, under one million.

Who would finance construction and operate the facility? Most likely the City or a special district. Unlikely that private companies would build or own in this manner.



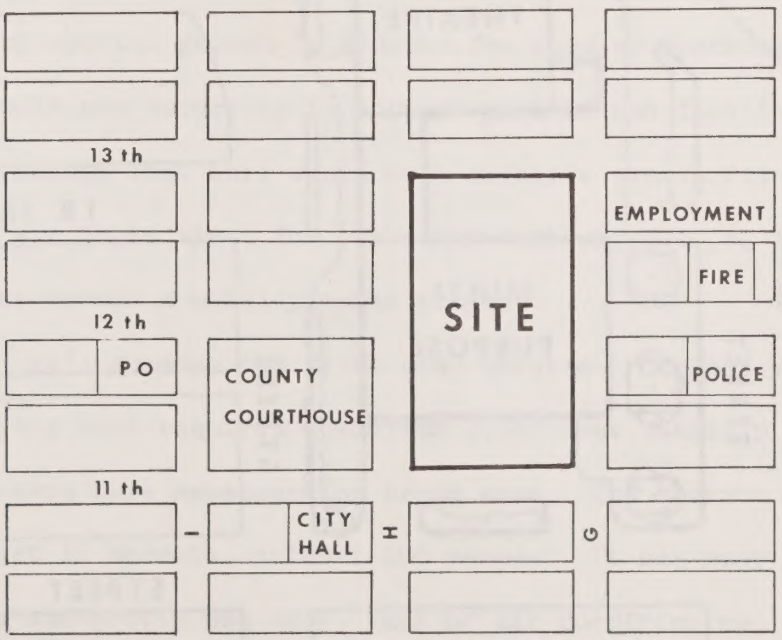
How important is this project in an overall scheme of downtown redevelopment? Not of high priority at this time unless combined with the parking garage approach above or some other joint use facility.

"It's Plain We Need an Auditorium"

or

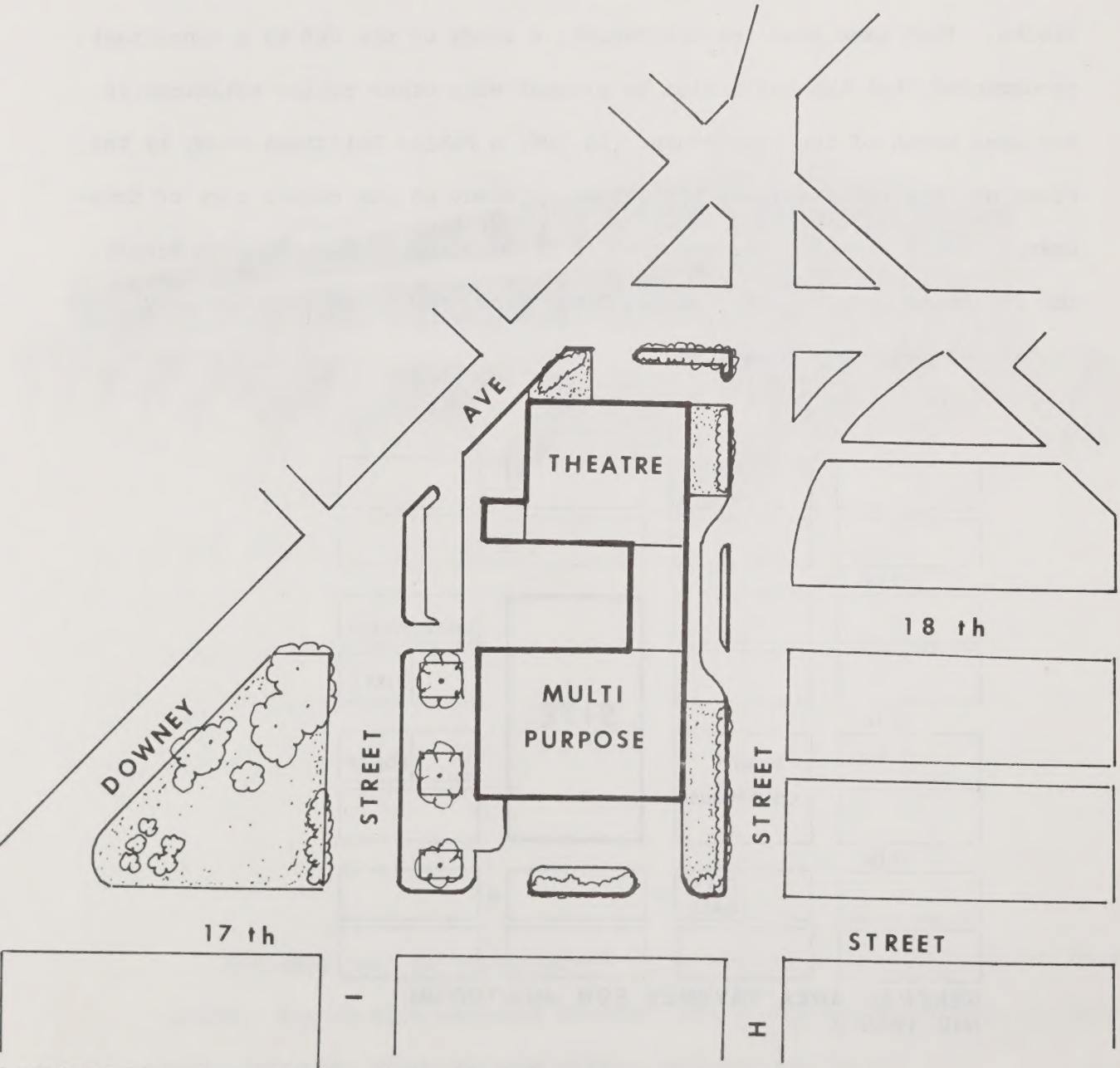
"Just Ask Anybody"

For years there has been discussion of the need for auditorium facilities for Modesto. In 1955 the Planning Commission and City Council selected a civic center site on Rue de Yoe Street which included an auditorium. Five years later, and after the abandonment of this first site, the Chamber of Commerce recommended a multi-purpose auditorium be built on two downtown blocks. That same year the Cox Report, a study of the CBD by a consultant, recommended that the auditorium be grouped with other public buildings in the area south of the Courthouse. In 1961 a Public Buildings Study by the Planning Department favored a location adjacent to the retail core of downtown. Such a location was seconded in 1963 by the Forward Modesto Report, the following year by the Planning Commission, and in 1968 by the City Council's Downtown Study Committee.



GENERAL AREA FAVORED FOR AUDITORIUM
MID 1960'S

Later in 1968 the Council approved its Study Committee's recommendation, specifically from 10th to 12th Streets between "G" and "H". But the auditorium's travels were not over for in 1969 a Citizen's Community Center Committee was appointed by the Council to again study all phases of the proposed auditorium including location. The Committee picked the former Lincoln School site. In 1970 the City purchased the 4.5 acre school site for construction of an auditorium and theatre which was estimated would cost $8.3 million without parking. Since 1970 there has been only limited discussion of the project mainly focusing on financing the project.



LINCOLN SCHOOL AUDITORIUM SITE

In all the discussion of an auditorium/theatre project there has been little attention given to actual need for the two facilities. Let us begin by defining need for a flat floor multi-purpose auditorium. The flat floor facility would be used for various sporting events, meetings or conventions, and displays. The facility proposed for the Lincoln School site would accommodate 5,500 people for meetings or conventions, 4,000 for basketball, or 1,500 for a banquet. There is no auditorium in town which could provide such capacity. For example, the Elks Club can hold 500 for dining and 800 for meeting. The Holiday Inn capacity is 325 and 400 respectively. The new gym under construction at MJC will hold 3,000 for basketball. But as with all school facilities use is limited to local non-profit organizations. The Beyer and Davis High gyms can seat about 2,000 for sports but the non-profit limitation is applicable to them too.

Do we need an auditorium which will hold 5,500 people now or in the foreseeable future? We believe so for the smaller conventions requiring banquet space of this size or less with meeting rooms. For profit making sporting and entertainment events. For a host of business oriented functions. For use by special groups in Modesto for regular functions or meetings while other events are occurring in another part of the facility. It can't be stressed enough that this would be a multiple use facility. If large amounts of money are to be spent for basically what are meeting facilities then staff highly recommends a multi-purpose project.

Now let's examine the fixed seat theatre. Suppose you have a performing arts company that required a minimum 1,500 seat facility or that sales of 1,500 tickets were necessary to break even. The Modesto High School Theatre, the largest in Modesto, holds 1,200 people. It has many major drawbacks including non-profit use only, lack of air conditioning, small stage, general location and lack of parking. Downey High has a 900 seat theatre with many

of the same problems. The MJC theatre seats about 1,000 and is a modern, air conditioned facility. But the priorities for use are as follows:

1) classes
2) campus performing groups
3) campus organizations
4) local non-profit organizations

The schedule is such that very seldom is the facility even available to local non-profit organizations. MJC is building a second theatre at the west campus but it will hold only 400.

Why not one new theatre for the needs of all local groups and schools as well as traveling performing artists? Why not a sufficient permanent home for the Symphony? Why not one new theatre which will not only satisfy existing need but might provide an impetus for the founding of new performing groups or the revitalization of existing ones? Why not a theatre which will enable this community to enjoy and participate in a wide cross section of the arts, to enrich our lives and encourage local talent to its fullest? And finally, why must this be a public project?

Cities provide parks to play in. The public subsidizes recreation because a passive park is not a profitable enterprise. This community is proud of its parks systems and receives recognition for such. Necessary expenditures with high front end capital cost and little or no initial or long run monetary return are almost always left to governments. Why shouldn't cities also provide facilities to perform in? The answer is that they do. Almost all new sizeable performing arts facilities in the country are publicly funded at least in the construction stage and in some states in the performance stage too.

Location

An auditorium and/or theatre should be located downtown for two basic reasons. First, the downtown is the largest single area of non-residential

land other than industrial areas. As such it provides the best land-use buffer for residential areas from the facility. Second, an auditorium and/or theatre would be probably the largest single public project expenditure in the near future. The secondary benefits of a project of this scope could be large and would probably be the greatest in the downtown area where sufficient land and zoning exists for related developments.

As stated earlier the City now owns the former Lincoln School site at 17th and Eye Streets for the auditorium/theatre. Since this purchase in 1970 two other variables have entered the picture which necessitate reconsideration of this site. First, it was anticipated in 1970 that the Ralston Tower site could be incorporated into the plans, probably for parking. This option has been closed out, creating a greater potential parking problem. Second, there is now considerably more public awareness of the environmental impacts of a major public facility. Downtown Plan staff has reviewed the Lincoln School site and believes it is no longer an appropriate auditorium location.

1) The Scenic/Downey/Burney/La Loma intersection is already a major traffic bottleneck. Location of one of the largest traffic generators in the city at this location could only aggravate this problem.

2) The location is bounded immediately to the north and northeast by older residential neighborhoods which would be adversely affected by the facility. The traffic and on-street parking problems alone could very easily result in deterioration of these residential environments, especially at night.

3) The location is not central to downtown where a major new use could have a renewal effect on underutilized high value properties.

4) Parking facilities at this location would be too far removed from core employment and shopping to be of multiple use. Parking for the

auditorium should be integrated into an overall downtown parking strategy.

Two other general locations previously considered are in the vicinity of the courthouse and between the freeway and railroad tracks. Although the freeway site would have good access it has many other problems:

1) Possible distractions or interruptions of activities by railroad activities and railroad/freeway noise. Possible extra construction expense to insulate auditorium from some of these problems.

2) Functionally and visually this site is divorced from the downtown core - would help spread out rather than concentrate land uses.

3) Parking too far removed from core to be multiple use.

4) This location unlikely in absence of a large scale renewal project to attract related nighttime facilities (except perhaps for a hotel).

The "Civic Center" site is generally considered to be located on the southwest side of the Courthouse. Completion of the new county office building will break up the area and make assembly of two or more blocks more difficult. Other considerations are:

1) If the facility has an impact on surroundings it will be mostly in the direction of light industrial or residential land. This is liable to diminish the impact (situation in Fresno).

2) This location would be separated from other nighttime uses (such as they are, mostly along 11th between J and K) by the Civic Center which is usually void of activity at night. A large nighttime facility should try as best as possible to build upon and complement private investment along the same lines.

3) Auditorium parking and daytime employee parking could be accommodated in one structure.

The only other general location remaining downtown in staff's opinion is between the K and L couplet to the north of the core. We will call this

the "Sears" site since if Sears moves, that block would be an obvious candidate. Our evaluation of this site is as follows:

1) access - bounded by one way couplet running east-west for freeway access and good traffic flow. Easy connection to College and Virginia for northbound traffic.

2) anchor - as recognized in all previous downtown studies the Sears store is the second anchor to the downtown core. It is important to have anchors if for no other reason than a sense of identity of the core by the public. Even the enclosed mall regional center is designed on this principle. An auditorium at the Sears site can provide the anchor (especially visually down 11th Street if the street is closed).

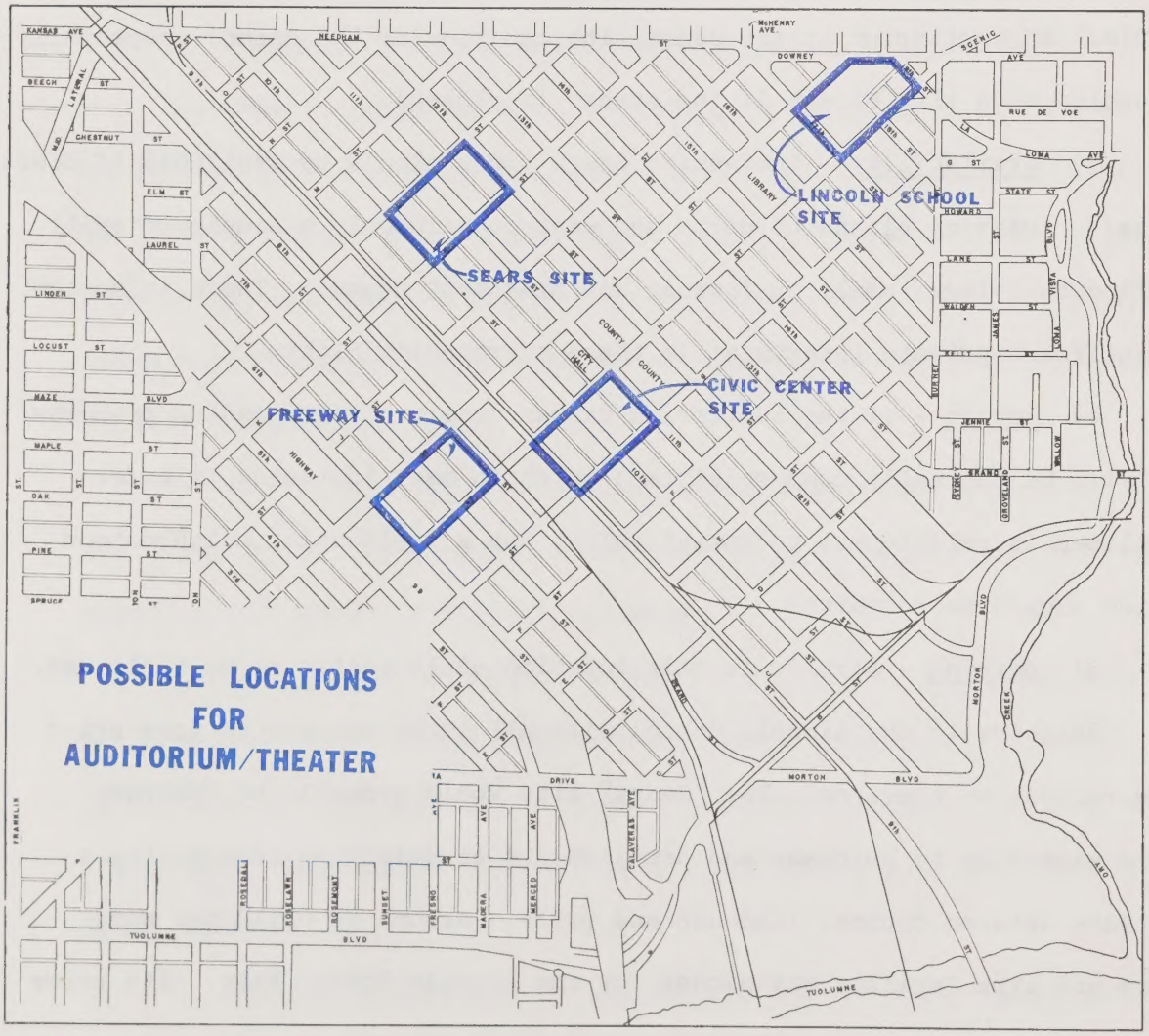
3) availability - the entire Sears block should be available if Sears moves. Adjacent blocks to north and east contain only a couple of small office buildings, small businesses and apartment houses. There is no new significant private investment in these surrounding blocks.

4) impact - if the auditorium has an impact on surrounding property it will be basically commercial land which in many instances is underutilized in relation to potential value, not a residential neighborhood which should be conserved.

5) parking - parking in this location could easily be multiple use.

Relative to the Lincoln School site all three alternates pose price and relocation concerns. The "Sears" site would probably be somewhat more expensive to purchase and demolish and certainly we must strike a balance between optimal land use and price. Assume we build the same size and type facility envisioned for the Lincoln School site. Its price

was $8.3 million in 1970 exclusive of land and parking. Assume a rather arbitrary 50% increase in costs in the intervening years and the price is $12.4 million. The following table gives very rough estimates or total cost at the alternate locations.



	Land[1]	Demolition	Construction	Parking[4]	Total (without Demolition
Lincoln School	390,000[2]	10,000[3]	12.4	2.4	15,200,000
Sears	820,000	(unknown)	12.4	2.4	15,620,000
Civic Center	477,000	"	12.4	2.4	15,277,000
Freeway/RR	280,000	"	12.4[5]	2.4	15,080,000

---

1 Land price for Sears, Civic Center, and Freeway/RR sites based upon current assessment of land by County Assessor. These assessments may change with new roll.

2 $390,000 is the price the City paid for the City Schools and Nazarene Church properties. There are four additional small parcels to be purchased at this site which will add substantially to land cost.

3 Demolition cost of Nazarene Church. In addition there would probably be demolition costs from the remaining four parcels to be purchased.

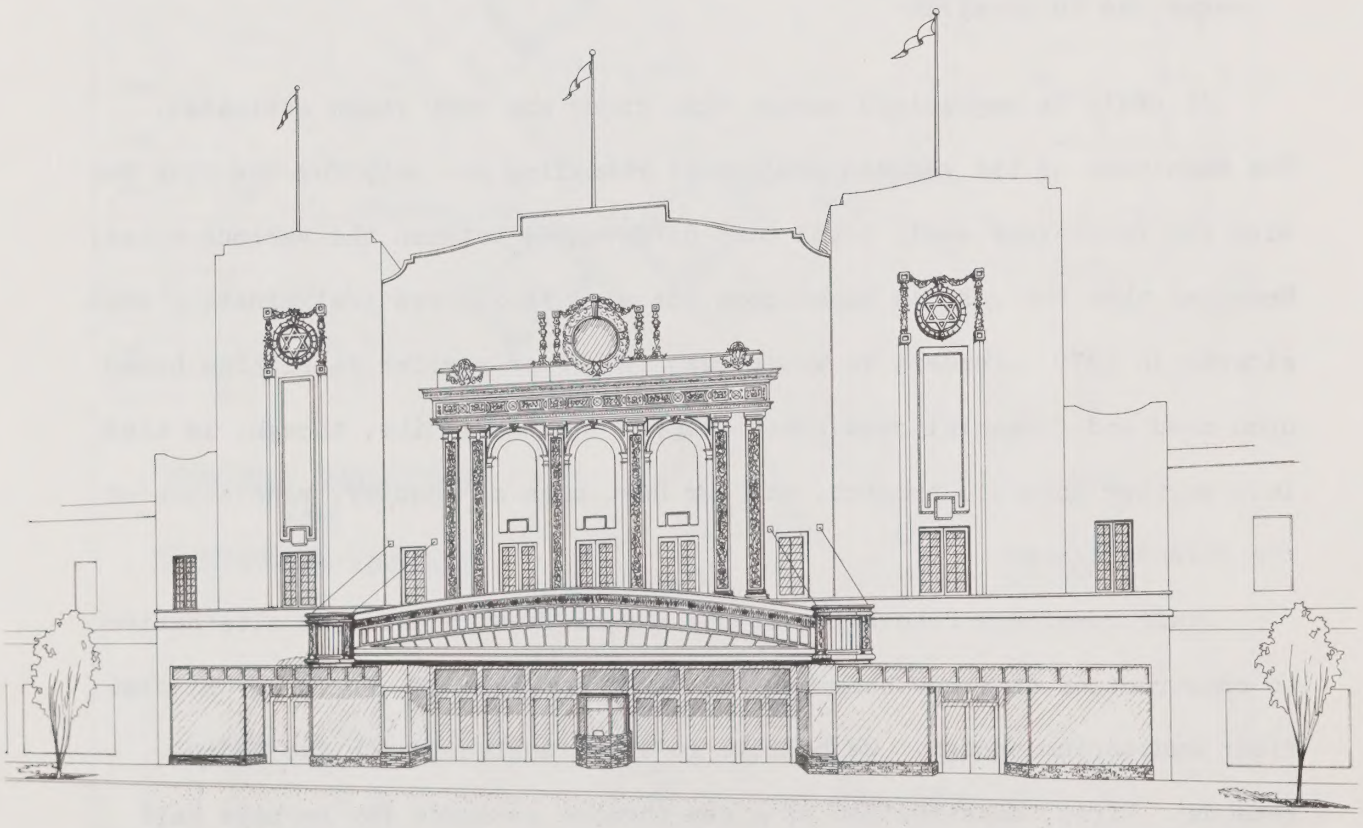
4 Construction cost only for parking garage with 540 spaces (see Appendix A)

5 Does not include additional sound proofing or construction costs which may occur due to location

It can't be emphasized enough that these are very rough estimates. The magnitude of the assumed project is revealing not only for its size but also the relatively small total cost differences between the various sites. Remember that the cost is based upon the size facilities preliminarily considered in 1970. Perhaps we would want larger or smaller facilities based upon need and financial commitment today. The Sears site, though, is tied into another possible project, and our next area of inquiry, renovation of the Strand Theatre.

Staff considers renovation of the Strand Theatre a viable alternative to construction of a new theatre. It could not take the place of the flat floor auditorium though. We believe it to be desirable for two basic reasons. First, construction of a new theatre accounts for perhaps half the construction cost, or around six million dollars. Renovation of the Strand will be much less expensive as we shall detail shortly. Second, we support efforts to preserve "historical" buildings. In a latter part

of this report a separate section is devoted to preservation. But we see the Strand as a very worthy preservation project, preserving the enchantment of a past era when movies and theatres were extravagant productions. It's worthy in that it utilizes an available resource and familiar landmark. And it's worthy because while not the fanciest theatre of the age by any means, the ornamentation or "frills" are far richer than we could afford today.



The Strand was built in 1920 and at the time was the largest theatre between Stockton and Fresno. It was part of the Orpheum Circuit, the largest vaudeville circuit of the day. It also contains stage drops which one historian of the American Theatre considers excellent examples of early 20th century work and which should be preserved regardless of the building's fate.

The Strand was closed several year ago for not meeting the fire protection requirements of Title 19 of the California Administrative Code. In addition, some questions were raised concerning the structural soundness of the building.

In order to pursue the feasibility of renovation staff brought together local architects and engineers to discuss the subject with the Fire Department and Building Inspector. Based upon these discussions the architects and engineers have proposed one possible renovation scheme. Besides meeting code requirements, the key features of this scheme are an enlarged stage utilizing the alley, 5000 square feet of new dressing rooms/workshops/office space, complete new air conditioning and plumbing systems, fire sprinkling of the entire building, new seating and general renovation of public areas.

A rough estimate of the cost of this work is $1.4 million. Almost half the cost is for a completely new stage and the air conditioning. Add to this the cost of purchasing the Strand and relocating utilities in the alley and total project cost could be around $1.7 million.

With this price tag the Strand becomes a highly competitive alternative to a new theatre. First, the two major complaints about the Strand have been stage size and seating capacity. The proposed renovation scheme provides for a large, modern stage. While no new seating is proposed, the Strand still holds 300 or 400 more than Modesto High School and we believe is a reasonably sized facility for this city. Second, renovation will cost millions less than building a new theatre. While a bond issue would most likely be needed for a new auditorium/theatre complex, it might be possible to finance renovation without a bond issue. Proceeds from the sale of the Lincoln School site could augment funds from the existing auditorium/theatre fund to finance the project. This means that a bond issue would only be necessary in a substantially smaller sum for an auditorium. Under the assumption that voter approval of a bond issue will not be easy to obtain, renovation looks even better. For those who would still argue that we need a new larger theatre we suggest careful consideration of the possibility that the alternatives are not a large or medium sized theatre, but a theatre or not period. And total cost and amount of bonding could be important variables.

Finally, we suggest that a renovated Strand will have much more "class" or "detail" than a new, affordable theatre. The plasterwork both inside and out, while not extravagant, would not be matched in a new structure.

If the Strand were to be renovated then the "Sears" site becomes a strong candidate for the auditorium. Placing the two facilities adjacent

to each other enables a common parking solution. Were the Strand to be renovated but an auditorium not built at the "Sears" site, then two separate parking facilities would be needed at higher cost to the city.

Staff believes this city is ripe for the type of auditorium and theatre facilities we have been discussing. Based upon the preceeding considerations, including rough cost calculations, we recommend renovation of the Strand Theatre and construction of an auditorium on the "Sears" site. Total cost could be in the neighborhood of $11 million (not including demolition costs).

Downtown Park

Since the early 1960's, a one block downtown park, at $250,000, has been budgeted in the CIP (Parks and Recreation) for an unspecified year. The project was carried each year so that it would not be forgotten. There has never been any serious analysis and consideration of such a proposal, what form it might take, its cost, or whether or not it should be pursued.

The DID has recommended to the City Council a one block full service park. Assume acquisition of peripheral land at edge of core at $6 to $8/ square foot and land acquisition could run $800,000 or greater. Demolition costs would have to be added. Finally, development costs for a 2-1/2 acre park might easily run $250,000 without any major structures. Total project cost would be way over $1,000,000 at a peripheral location. What would the million dollars buy us?

Proponents say the park could serve as a "town square" where people could congregate or stroll. The park could have restrooms, benches, playground, information center, bus stops, underground parking, telephone, and sculpture. Not only could it serve as recreation open space, but could complement adjacent retail uses. For example, it could serve as an extension of adjacent restaurant, featuring outdoor cafe tables. Or as an extension of a retail store with outdoor merchandising. The park could even accommodate a one-day farmer's type market of temporary shops, art shows, or trade shows. In short, the park could serve as a focal point for pedestrians separate from streets and traffic where some services could be obtained if needed.

There is no argument that in some fashion a block park could live up to some of these expectations to some degree. But whether it could serve as a focal point for downtown is questionable. The commercial/governmental core is fairly compact. Placement of the park in its midst would destroy

the uses to be served, placement on the periphery is off mark and wouldn't be a focal point. The DID has suggested one possible block is the Strand Theatre block, possibly circling a renovated theatre. If very high land costs are to be avoided and key retail uses left undisturbed, then a peripheral location such as this is what's left. If the Strand were to be renovated some landscaping around it would be desirable. But 9th Street has noisy through traffic, barren railroad lands to the west with no building frame and an 80 foot street separation with only two-story buildings to the east along 10th Street, and who want to walk to congregate along 9th Street anyway?

Building frame is an important consideration. Large open spaces surrounded by irregular height buildings or very short buildings are poorly defined. An open space gains part of its character from the buildings that surround it and give it its boundaries. A block park in downtown Modesto would be poorly defined and would bleed into the streets and adjacent blocks. Downtown already suffers from too much cleared ground in the form of parking lots. Buildings were far taller (4 stories) and concentrated (no offstreet parking) years ago than today. A block park would just add to the lower density.

Another possibility, avoiding the traffic noise of 9th Street and the barren SPRR right-of-way beyond would be the block northeast of the county courthouse bounded by 12th, I, 13th, H. The Cannery Union multi-story building, historic wood home (Crow) and one-story office complex to the rear on 13th Street would probably have to remain.

The site would be a compromise because it would not be the focal point of the bus system and would not comprise an entire downtown block. It would have the advantage of some enclosure of structures, it definitely would be close to the governmental office core and on I Street, a street of

pedestrian interest because of the public buildings along it and the boulevard landscaping treatment that could be added.

Staff feels that smaller spaces are more viable and usable than large areas. People can identify easier with a smaller space which isn't overwhelming by nature of its size. For even in very large parks people will often seek out a small space or niche within which they feel comfortable, protected and safe. Large "town squares" won't be created, but it is doubtful if the block park as proposed would succeed in this regard, anyway. Don't mistake the intent here, it can be done as with Union Square in San Francisco and Pershing Square in Los Angeles. But those are densely built up areas with strong building frames. It comes down to a question of whether we want to try to imitate larger cities where such parks are successful during the day time or whether we opt for open space on a scale more fitting with the nature of downtown Modesto. In the last section of this report on design we will explore the alternatives to a block park.

Just a few other thoughts. Of all the various ways of providing open space this one has the least proprietorship responsibility, no shops or offices along it to help "police" it. Second, while not trying to overemphasize it, the cost seems excessive compared to other way of providing the services or open space. Elimination of land from the tax rolls also has to be considered as part of the cost.

Post Office

In 1962, the main post office was shifted to Kearney and Leonard and the El Viejo Station at 12th and I converted into a branch post office and federal office building. The move overcame inadequacies of the 12th and I site: larger structure for mail handling and dispatch; larger site for truck loading and customer offstreet parking, less congestion, leased and cheaper site, etc. New problems were created, however: a lesser service for the downtown and a longer commute for many businesses to the main post office.

As the post office site needs are reassessed, as the federal government assesses the need for a new office building, a downtown site will hopefully be in their plans. A post office site along G, H or I Streets between the freeway and 10th Street would have these distinct advantages:

1) Reasonably priced land

2) Ready freeway access for mail truck dispatch and regional user access

3) Cross town major street access for mail delivery and user access

4) Location closer to Downtown, Beard Industrial Tract, Western Pacific Industrial Tract (South Modesto) where the bulk of business mail will be generated

5) The closer to 10th Street, the easier will be downtown pedestrian access to the facility; the more supportive of downtown activities it will be.

Summary of Recommendations for Key Facilities

Transportation Center

- possible joint facility in future with low priority at this time

Auditorium

- sale of Lincoln School Site and purchase of "Sears site"

Theatre

- purchase and renovation of Strand Theatre

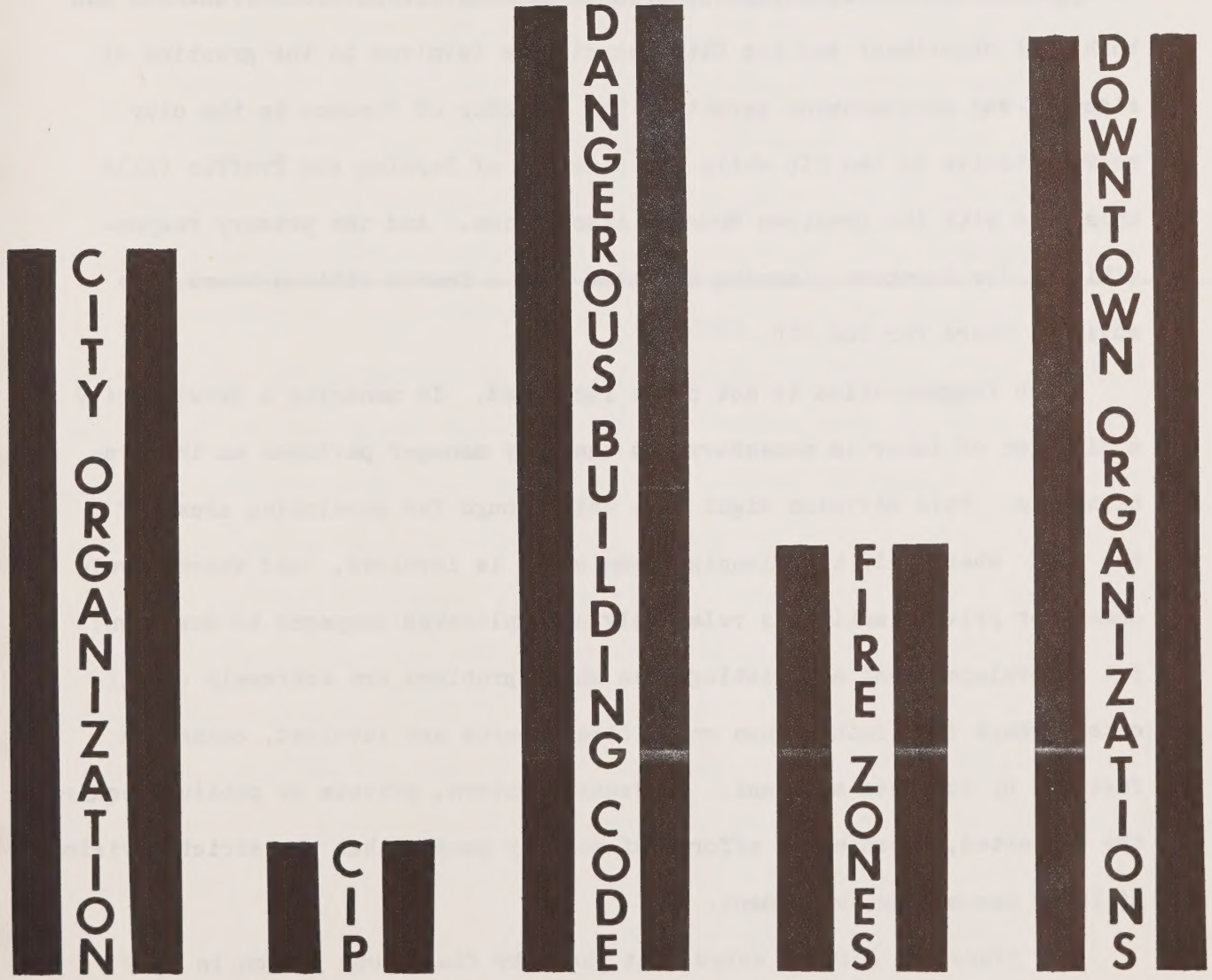
Full Block Downtown Park

- full block park not recommended, smaller spaces more viable and usable

Post Office

- city should push downtown location for main post office when and if a new site is needed

STRUCTURE FUNCTION



STRUCTURE/FUNCTION

This section of the report will evaluate the roles governmental and private organizations have played and their programs in hopes of pinpointing changes, if any, needed in their structure or functions.

We began this report by criticizing fragmented responsibility. Perhaps the best illustration is the City itself. Parking or traffic concerns are handled by the Parking and Traffic Department. Zoning is granted by the Planning Commission. Variances to the zoning ordinance and use permits, though, are processed by the Board of Zoning Adjustment. Enforcement of the Dangerous Building Code is handled by yet a third citizen group, the Board of Appeals. The Public Works Department administers the TSRR franchise and both that department and the City Council are involved in the granting of right-of-way encroachment permits. The Director of Finance is the city representative to the DID while the Director of Parking and Traffic fills this role with the Downtown Modesto Association. And the primary responsibility for downtown planning has been with a fourth citizen board, the advisory board for the DID.

Such fragmentation is not prima facie bad. In managing a growing city a division of labor is necessary and the city manager performs an integrative role. This division might work well enough for developing areas of the city where only the Planning Commission is involved, and where development or private action is relatively uncomplicated compared to downtown. But redevelopment of an existing area where problems are extremely complicated, where four rather than one citizen boards are involved, cannot be fostered by business as usual. Projects downtown, private or public, require the concerted, coordinated efforts of so many people that the strict division of labor becomes an impediment.

For years the DID has asked that the city finger one person in City Hall to be responsible for downtown matters. While this overlooks the fact

that the DID was supposed to assume this role, the limited DID staff and its physical separation from City Hall make this a tall order. Staff believes the idea of a downtown clearinghouse in City Hall to be a sound one, but the details must wait until we have examined the future of the DID. Assume for the moment, though, no changes in the DID or its functions. The City Hall "clearinghouse" would then be the city's representative to both DID and DMA. This person would analyze the capital needs of the downtown as a unit - in a programmatic fashion instead of the more parochial department by department way. The DID has its own CIP budget but makes no organized attempt to review all department CIP budgets for cumulative impact on downtown. Let us then turn our attention to the CIP to illustrate this deficiency.

NOTES

Dollars and the CIP

The Capital Improvement Program (CIP) is a six year budget. The current program lists capital expenditures from the upcoming fiscal year through the 1980-81 fiscal year totalling over $42 million. There are only two projects in the downtown area scheduled for the next fiscal year - the expansion of City Hall and the completion of Needham from P Street to Kansas. The following is a list of all CIP projects conceivably related to the downtown in the next six years.

Needham/P to Kansas	75-76	193,000
Replace 7th St. bridge	76-77	1,496,000
Install traffic signals (L & 8th, J and 13th)	77-78	34,000
Construct crossing gates (12th & MET)	78-79	13,000
Install traffic signals (D & 12th, K & 7th, D & 11th)	79-80	51,000
Overlay 7th St/bridge to L	79-80	128,000
Raise grade on B St. (7th to 9th)	80-81	13,000

Aside from traffic signals all these projects are on the fringe of downtown and most serve no defined need of the downtown. The largest expenditure, the 7th Street bridge, while a southerly means of access to downtown, is prompted by the failing structural condition of the bridge and is of no significant important to downtown. Indeed, one could argue that the 7th Street bridge is of diminished value with river crossings also on 9th Street and the freeway. Residents of south Modesto must cross over the freeway in order to get to the bridge. The point is not that this money could be used elsewhere. Probably not since most of it would be from a special federal grant. The point is that the overlay of 7th Street in FY 79-80 is planned to accommodate increased traffic due to the new bridge. No bridge - no overlay. And this money could be shifted to a more important downtown project. The raising of grade on B Street is prompted by the railroad's desire to raise its tracks and not a need of the City to improve B Street.

In addition to the projects above there are several which are also identified in the CIP but time wise are considered more than six years off.

Downtown Park	$ 250,000
Overlay 14th/J to L	15,000
Overlay 14th/D to H	27,000
Improve Burney/D to La Loma	136,000

The park has already been discussed. But if it is to remain in the CIP a more realistic cost should be used. The work on 14th, K and Burney relates to the couplet system also previously examined. Decisions about the system will surely change these projects. For example, the improvement of Burney at $136,000 is based on improvement to four lanes. If the earlier recommendations on Burney are accepted then this project would be completely revised or perhaps dropped.

In addition to the specific projects listed in the CIP there is a block appropriation to the DID. This money will be discussed shortly when we examine the DID.

NOTES

Dangerous Building Code

In 1963 the voters, by referendum, defeated by a margin of 2.5 to 1 an attempt to establish a redevelopment agency for the City. The agency would have operated under the federal urban renewal program with the expressed purpose of combining small parcels and clearing land downtown for new private development. Throughout a heated campaign the opponents argued that the public should not have to pay to upgrade land which a private property owner had allowed to deteriorate. While certainly in favor of downtown renewal they believed the burden should be placed on the private landowner. The opposition did not stop there, though, and many of its leaders encouraged the City both before and after the election to utilize the existing building code to force repair or demolition of "dangerous" buildings.

The idea of code enforcement was one of many pursued after the election by the community as a substitute for a redevelopment agency, and in 1964 the City adopted a locally written Unsafe Structures Code (USC).

> "It is the purpose of the provisions of this chapter to provide a just, equitable, and practiceable method ... whereby buildings or structures which are dilapidated, unsafe, dangerous, insanitary, or are a menace to the life, limb, health, morals, property, safety and general welfare of the people of the City, or which tend to constitute a fire hazard, may be required to be repaired, vacated or demolished."

Today the USC is known as the Dangerous Building Code (DBC) but the provisions are essentially unchanged. A building is defined as unsafe if any of six conditions exist. Two key examples would be,

> "Whenever any building or structure which, whether or not erected in accordance with all applicable laws and ordinances, has in any nonsupporting part, member or portion, less than fifty (50%) per cent, or in any supporting part, member, or portion less than sixty-six (66%) per cent of the (i) strength, (ii) fire-resisting qualities or characteristics or (iii) weather-resisting qualities or characteristis required by law in the case of a newly constructed building of like area, height and occupancy in the same location."

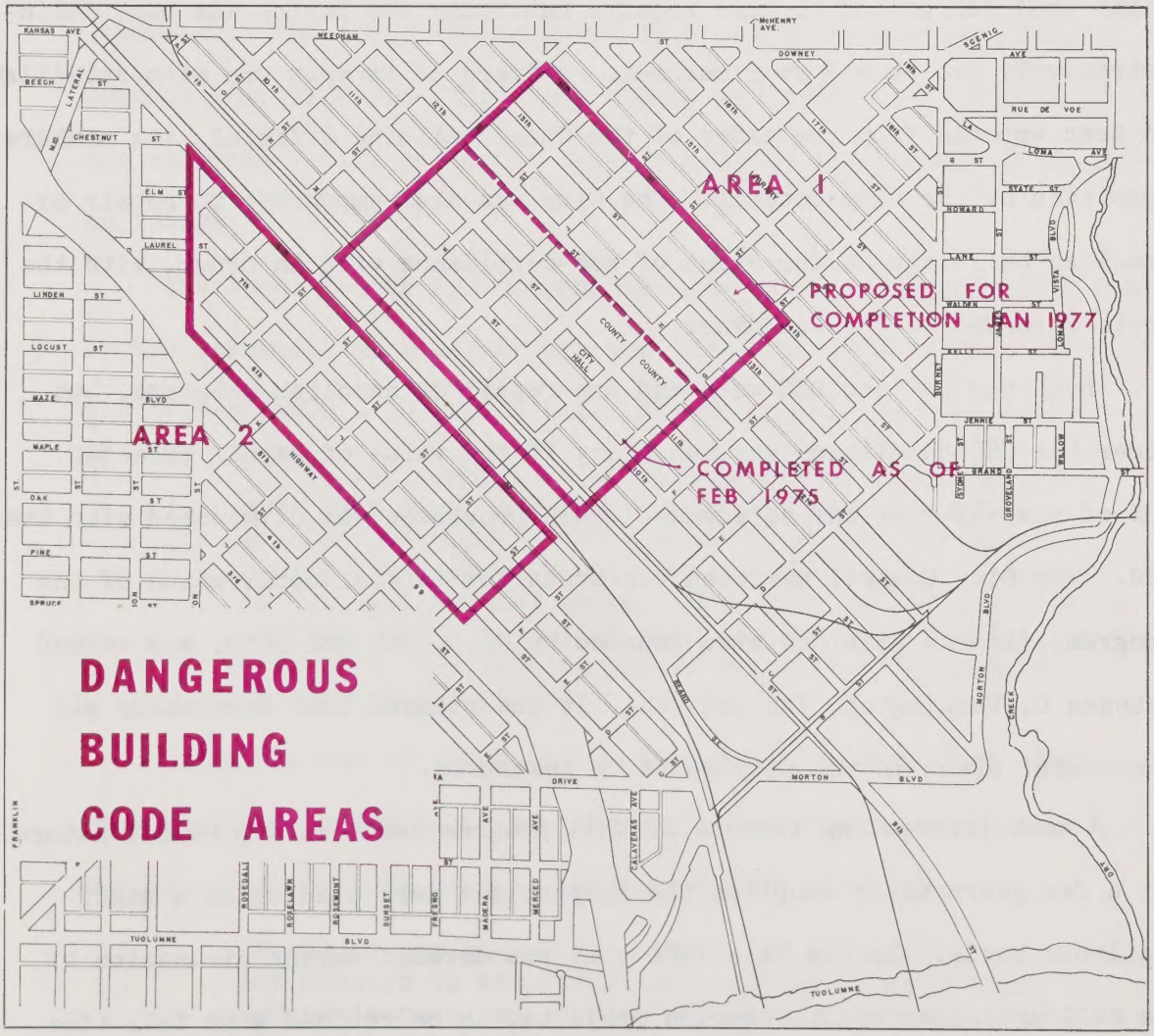
> "Whenever any building or structure, because of obsolescence, dilapidated condition, deterioration, damage, inadequate exits, lack of sufficient fire-resistive construction, faulty electric wiring, gas connections or heating apparatus, or other cause, is determined by the Fire Marshal to be a fire hazard."

What the DBC does, in effect, is consolidate Health Department, Fire Department and Building Division inspections into one mandatory inspection program. If a building is found to be unsafe the Chief Building Official prepares a written notice stating in detail the problems found and ordering either repair, vacation or demolition. The original ordinance provided a sixty (60) day period to make repairs but today the period has been administratively set at a 2 year maximum. A Board of Appeals was also established to hear appeals from the order of the Chief Building Official, its members appointed by the City Council. The City was also empowered to repair or demolish buildings in the event of non-compliance with an order, with the costs assessed to the landowner.

Both the USC and DBC were and are repair or demolish programs, but under the USC demolition was mandatory if the value of repair exceeded 50% of the value of the structure. This provision was eliminated with the DBC. The City Council targeted two areas for initial application of the program, first a 25 block area bounded by G, L, 9th and 14th, and second between G, Washington, 7th and 9th. It was planned that eventually all commercial areas in the City would be inspected.

A most interesting feature of this program has been its on/off nature. For a few years after adoption the inspections were handled on a staff available basis. In the late 1960's it was dormant during discussion of the mall and other beautification projects, to be revived with full time staff upon defeat of these projects. It's unfortunate that the program was seen by some as second string, something fallen back upon when first stringers were benched. This has given the impression to a few that the

DBC is a vindictive program. We should judge it, though, as a program which can stand by itself and either does or doesn't have merit in increasing the life safety of older buildings downtown.



As of February 1, 1975 the status of the program in the first 25 block area is:

Number blocks completed	15
No. Buildings inspected	151
No. Requiring repairs	129
No. demolished	33
No. vacated in lieu of repairs	16
No. repairs in progress or appeals for time extension	37
No. repaired	43

Typical repairs have been major structural, fire-resistive construction, electrical, ventilation, minor plumbing and exiting changes. Repair costs have varied considerably:

Hotel Covell	$ 150,000*
Hughson Hotel	85,000*
Royal Hotel	67,000*
Bonanza 88 Store	11,000
Central Valley Paint	7,500
Woolworth Store	3,500

What's happened to the land that was cleared through demolition? 4.5 acres have been cleared in eleven years. 2.5 of the acres are now used for parking, 1 acre remains vacant, and 1 acre has been rebuilt upon. Viewed from the initial hope of clearing land for new development, the program has been an unsatisfactory substitute for a redevelopment agency. But viewed from a perspective of upgrading the life safety of existing buildings the program has been successful, although at a very slow pace of just over one block per year due to its on/off nature.

Probably the most controversial portion of this program has been the sprinkling of basements greater than 1500 square feet. The Board of Appeals

---

*These residential buildings would have been inspected regardless of the DBC and many of the repairs included in these costs were necessitated by the Housing Code. The last three costs are more representative of DBC repairs.

has set September 1, 1978 as the final date for compliance with a sprinkling order for any building in the first 25 block area inspected prior to January 1, 1976.

In many of the buildings in the downtown center there are extensive basements which are or were used for retailing and storage. The only entrance/exit is usually one stairwell leading to the first floor. From a fire protection standpoint such a situation is very dangerous. Having only one entrance (and no windows) makes it nearly impossible to clear smoke out of a basement, reducing visibility and making heat and smoke severe hazards to the firemen. It may also be impossible to get firemen or equipment downstairs if the only entrance is in flames. Furthermore, firehose streams have a maximum length of 75 feet and this limits basement firefighting. Finally, because basement fires are not normally detected as soon, the fire department is forced to start fighting the fire at the first floor. Usually this means that the first floor will be gutted and the loss of structural support members in the first floor of a 2 or 3 story building almost always has meant that the entire building must eventually be condemned.

If a basement is used for public assembly then Title 19 of the California Administrative Code requires the sprinkling regardless of the DBC. Very few, if any, basements are used for assembly. If the basement is not used for assembly then the DBC becomes the only legal basis that the Fire Marshal can utilize to require sprinkling. The Uniform Fire Code does not require it in these circumstances. An owner with a substandard basement has three choices - install the sprinklers, close off the basement totally (except for utility services), or reduce basement area to less than 1500 square feet and provide two stairways.

There is disagreement as to the effect of basement sprinkling on fire insurance rates. Some believe that rates will drop to the extent

of paying for the sprinkling cost within five to ten years. Others disagree and both sides can cite examples. We can only say that so much depends on the specific building and its use that strong conclusions are hard to draw. But it has been indicated by insurance brokers that changes are anticipated in mercantile insurance practices within a few years. The net effect will be that all mercantile properties will have one basic rating as residential properties do now. No longer will specific features of a particular property, such as sprinklers, exercise much influence on insurance rates. Therefore, reduced fire insurance rates should not be used as a justification for continuing the DBC requirement for basement sprinkling.

One of the costs involved in sprinkling is the connection to the water line in the alley. The property owner has to pay for running a connection from the line to his property although the City does the work. A problem at times has been that on one side of an alley there is direct access to the water line and little expense. The owner directly on the other side of the alley, however, might have to pay hundreds more in order to divert the connection around other utility lines. This created a problem of equity. Some consideration has been given to allowing more than one building to be serviced by a single connection which would probably cut individual costs. This has yet to be adopted as policy though. The Downtown Plan staff recommends that more than one buildings be allowed to be serviced by a single connection. Finally, when sprinklers had been installed metering devices were required. These meters cost thousands of dollars depending upon size of the water line. Since there is no charge made for a fire flow, a much simpler and less expensive supervision system connected to the Fire Department Communication Center has just recently been approved by the City Council as a substitute. This should lower costs substantially.

How widespread is the basement sprinkling problem? Of the existing 262 buildings in the 25 block area less than one fourth, or 60, have basements. Subtracting basements either closed (4) or already sprinklered (14) leaves 42 basements. 22 of these are scheduled to be demolished. This means that 20 basements still face the closure or sprinkler choice, or less than 8% of all buildings in the area.

Downtown Plan staff supports continuation of the Dangerous Building Code while pushing for any reasonable modifications to hold costs down. We believe the previous recommendations are a step in that direction. If an older building is no longer safe for public occupancy then the situation should be corrected. For example, a basement used for a display floor which has only one stairway exit and no windows is both unsafe to customers and very hard to fire fight. The question will always arise as to how far government should go to protect us from ourselves. In this instance the question surfaces as "what is safe?" Were we discussing residences not open to the general public and which are separated by many feet from one another a sprinkling requirement would be a bit much. But we are discussing commercial occupancies with common walls, where money is spent to attract people to the building, and where one person's folly or carelessness is intimately connected to his neighbor's safety. There is latitude in defining "safe" under the DBC which is furthered by the Board of Appeals. The DBC is not an unreasonable set of unbending regulations. They provide for remodeling of buildings at safety levels below those of new buildings but greater than those of most older existing buildings. The DBC is a compromise.

Some have claimed that it is unreasonable to require an old building to meet current day structural requirements. This is a misleading claim. New structures are built with what is called a safety factor of at least 1.5. This means that the load or stress on a structure is calculated and

then the necessary structural support to handle the load is placed at least 150% of the calculation. The additional 50% is meant to compensate for errors in calculation, poor workmanship, natural disasters, and especially natural deterioration over time. The DBC requires that structures meet a safety factor of at least 1.

Furthermore, while some buildings have needed major structural modifications the bulk of all work done under the DBC has been for fire related or electrical problems (which are at times fire hazards themselves).

Surely the DBC is a cost of being in business or owning buildings in certain areas of downtown. It should be viewed, though, as just one of many costs, some of which may be lower than elsewhere in the City.

As a final comment on the DBC staff feels that when the public has asked private property owners at their own expense to bring existing facilities up to more modern standards that the public incurs an obligation to do likewise with its own rights-of-ways. Some of the public improvements or policy changes recommended in this report should be viewed in this light.

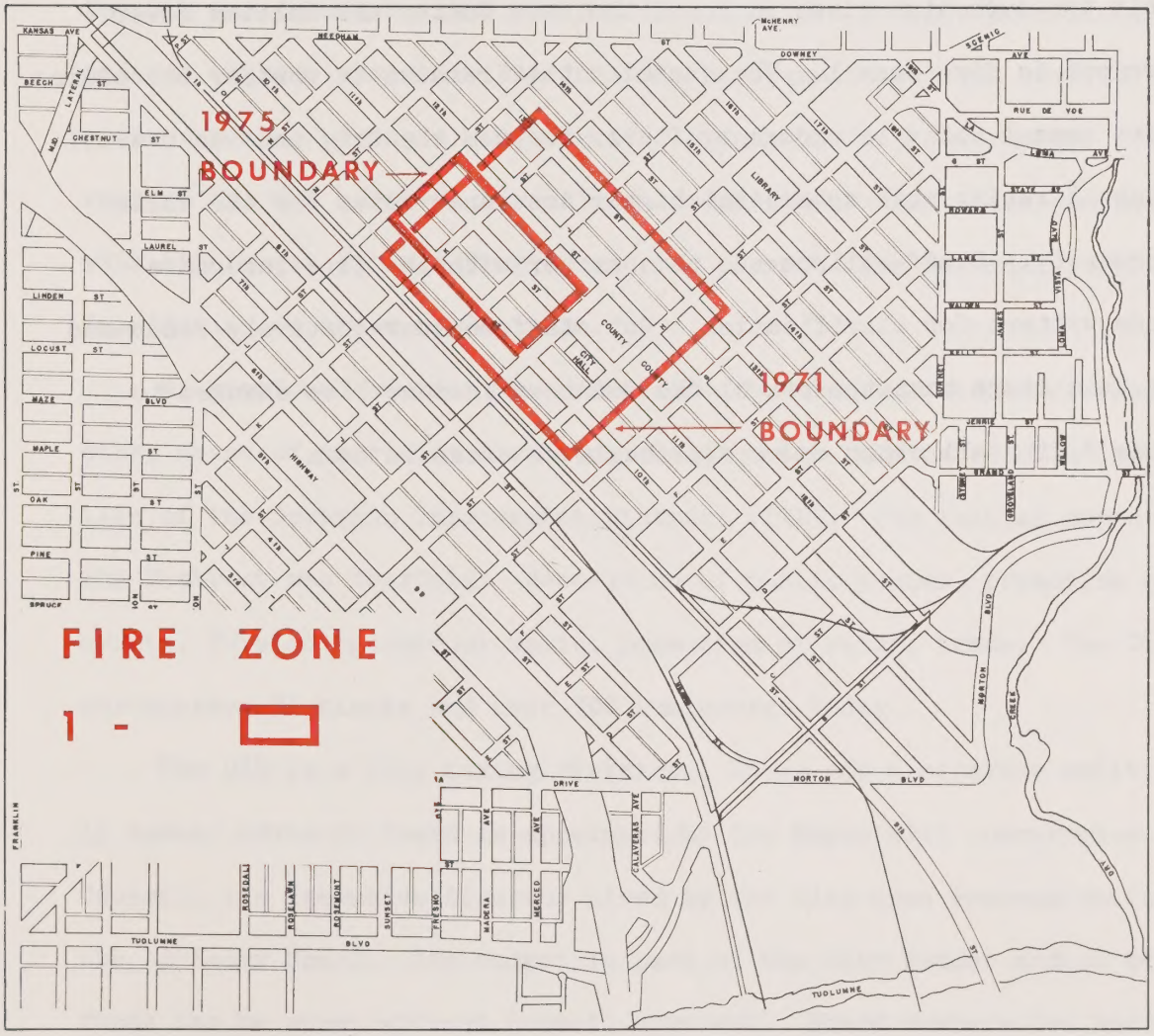
Fire Zones

In 1960 the City adopted what are known as fire zones. The purpose of these zones was to minimize the possibility of fire spreading from building to building. The major thrust of the zones is to single out densely developed commercial/business areas for special building requirements. There are three zones. Fire zone 3 encompasses residential and frequently industrial areas. Fire zone 2 is comprised of most commercial areas. Fire zone 1 is reserved for the most dense commercial areas. In short, occupancy type, building density, and building height are the three criteria used in locating the zones.

By 1970 about fifteen blocks, all downtown, had been placed in zone 1. Basically, what zone 1 does is prohibit wood frame buildings from being constructed. Zone 1 requires more costly "non-combustible" construction. In 1971 the City reduced the area in zone 1 to six blocks. But while the City is free to change the boundaries the picture is much more complicated by fire insurance practices.

The Insurance Services Organization periodically reviews every community and gives the entire community an overall fire rating. This single rating, 1 through 10, is the basis for setting fire insurance rates for the whole City. Modesto currently has a rating of 3. Many factors are considered in rating a city, one of which is the fire zone areas. When the Insurance Services Organization last reviewed the City in 1969 it recommended expansion of zone 1 to include all closely built business and commercial districts (including McHenry Village and Briggsmore Shopping Center). So in 1971 when the City reduced fire zone 1 coverage the insurance underwriters were consulted to see if this action would affect the overall Class 3 rating for the City. While indicating that the City would "lose points" for the action, the under-

writers felt that when next reviewed this would not cost the City its Class 3 rating.



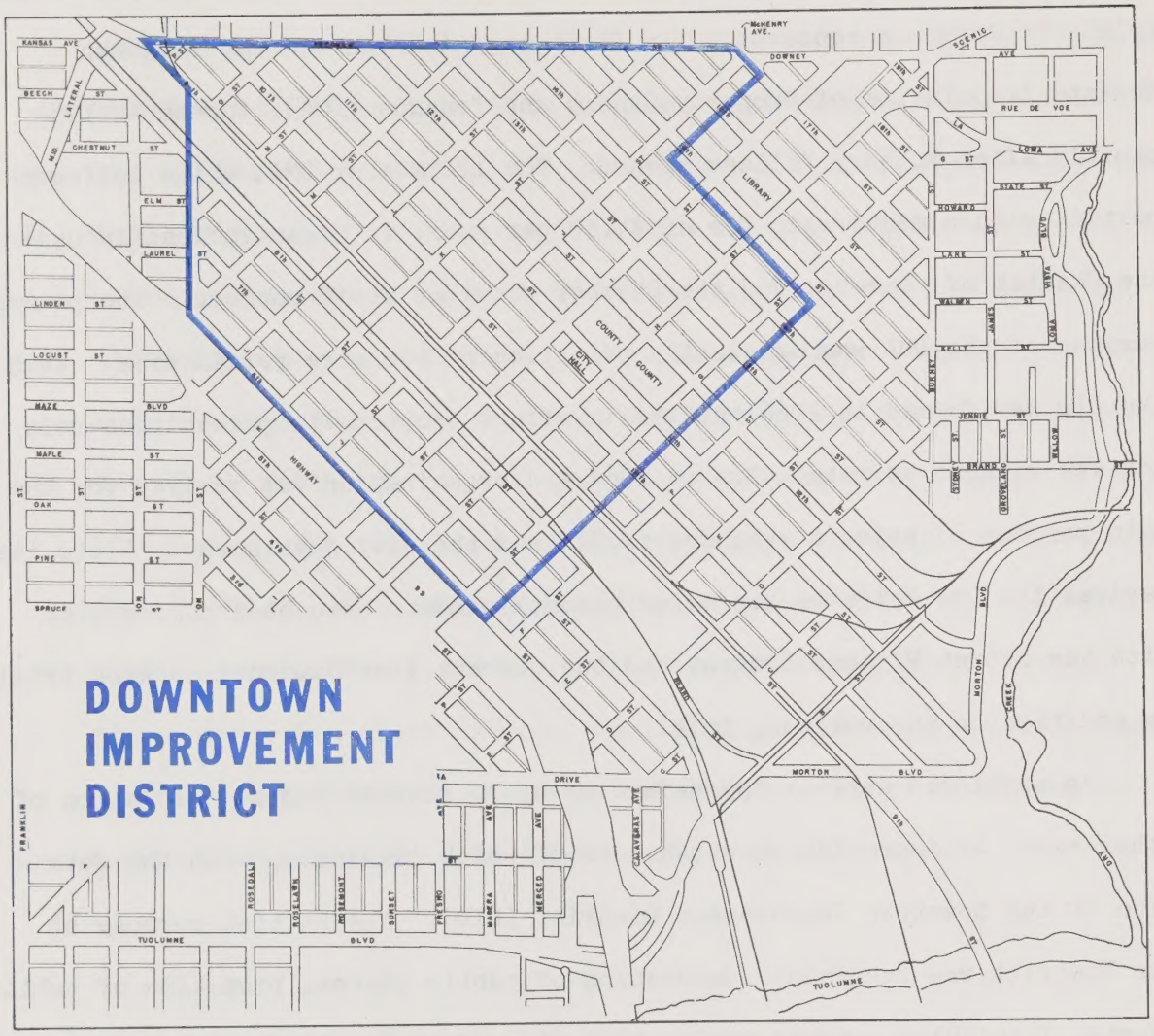
The Downtown Plan staff and Fire Marshall are agreed that the zone system is antiquated and could be discarded without danger from a fire prevention standpoint. It is also possible that the UBC will eventually delete all references to zones and base construction requirements on type of occupancy. For example, Title 19 of the California Administrative Code and the 1973 Uniform Building Code already require sprinklers or compartmentalization in all high rises (high rise defined as human occupancy with floor 75 feet or more above grade). Ironically, the only two such high rises in town, the Reed Center and Ralston Tower are not in fire zone 1. The question that remains is whether discarding fire zone 1 would be enough by itself to push the City into an overall Class 4 rating with subsequent higher insurance rates for the whole community. Staff will pursue this matter with the fire insurance underwriters for clarification. But staff would tentatively recommend at this stage that the six blocks downtown in zone 1 be changed to zone 2 like all other commercial/business areas in town.

Downtown Organizations

Over the past years there have been basically two organizations devoted solely to downtown concerns. The first organization was the Downtown Modesto Association of Property Owners and Tenants (DMA), formed in 1954 shortly after McHenry Village opened. The 122 member DMA, while self-supporting with a membership fee of $7.50 per year, is organizationally under the Chamber of Commerce and the Chamber provides staff support. The primary purpose of the DMA was originally promotion of the core retail area. When the DID was formed in 1966 the DMA in effect dropped its promotional role and was without purpose. But in 1967 the organization was revived for the main purpose of being a watchdog of DID and the city government. Since its revival the DMA believes its major accomplishments have been cooperation with the Secret Witness Program and the current free Saturday parking trial in addition to the watchdog role.

As mentioned earlier the defeat of urban renewal led to discussion of other means of improving downtown, one of which culminated with the formation of the Downtown Improvement District (DID). The initial purpose of the District was fourfold: decoration of public places, promotion of public events, furnishing outdoor music, promotion of retail trade. The District encompasses 81 blocks and over 700 businesses today.

The DID is a City taxing district. It is not a separate entity. Its 15 member Advisory Board is appointed by the Mayor with concurrence of the Council, its Executive Director hired by the City upon recommendation of the Advisory Board. Its budget is part of the City budget and no capital funds can be spent without Council approval. Board members can serve a maximum of two, four year terms just like all City commissions or boards. The major difference between the DID Board and other City boards, though, is that the DID is supported by a special tax.



Depending on the type of business, any person or business within the area subject to a business license pays from 1/4 mill to 1 mill on each dollar of gross receipts on top of the regular business license tax. The DID is supported by tenants (businesses), most of whom are not property owners. For example, a retail outlet which did $1 million in gross receipts a year would pay an additional 1/2 mill, or $500 a year extra for a business license. The maximum that any person or business can be levied is $1500 a year. Assume the hypothetical retail outlet above has averaged $750,000 per year in gross receipts since the DID was founded.

During this ten year period it would have contributed $3,750 to the District. It is with this perspective that one must partially judge member expectations from the District in terms of actual projects. Through the mill tax the District will receive about $70,000 this fiscal year.

In funding the four types of activities spelled out by Code, not more than 40% of the mill tax can be spent on decorations or outdoor music, generally referred to as beautification. In other words, at least 60% must be spent on promotion. The current fiscal year budget allocates nearly 40% to beautification, with most of the money going into a capital reserve fund for expenditure at a future date. The City matches the amount placed in this reserve fund each year. $250,000 has accumulated in the fund to date (1/2 DID, 1/2 City). During the next few years the DID and City each anticipate allocating around $25,000 per year to it so that by the end of fiscal year 78-79 the fund will total just under $450,000.

The following table breaks down total District expenditures for FY 74-75.

Total DID Budget - FY 74-75

Beautification	27,900
decoration (12.2%)	8,900
capital reserve fund (26.0%)	19,000
Promotion	45,194
salaries & overhead (45.0%)	32,844
newsletter (1.8%)	1,350
business promotions (12.3%)	9,000
bus pass subsidy (2.7%)	2,000
	73,094

Today the role of the District is much more encompassing than the original four purposes even though the code has not been changed to reflect it. A large percentage of staff time (and therefore money) is spent consulting with current and future tenants or businesses about

problems or possibilities. The DID has become a clearinghouse for downtown matters. In light of the changing role of the DID it must be questioned whether the 60/40 expenditure split is still relevant. Following a discussion of past District activities we will explore new roles and organizational structures for the District.

The first major project proposed by the DID was in 1967 and was for a mall on 10th and "J" Streets. This proposal, as with many to come, was the result of two studies. An economic analysis of downtown by Development Research Associates recommended four programs necessary to maintain downtown as the regional commercial center. These four were the mall, general beautification, more parking and residential development. A companion study on beautification known as the Willis report also favored the mall project and gave more details on beautification.

The mall project was to have been financed through a special district funded by property owners. As such the District needed to collect the signatures of over 50% of the affected landowners before the Council could form the mall district. Note that this doesn't mean that the District needed to collect signatures from its membership, for only about 16% are both tax paying members and property owners. It needed the signatures of non-members, about half of whom are absentee owners. But prior to a decision on the mall which wouldn't come for three years, the City Council appointed two separate committees, both which reviewed the mall project. A review of recent downtown history is laden with such committees (both official and unofficial) to the point of confusion. The Modesto Action Committee (MAC) was comprised of the fifteen member DID board, five Chamber of Commerce members, five DMA members, and two at large members. To form such a cross-section committee would appear to have been a wise move. Bring all the divergent views together to decide on a project. In 1968 the MAC recommended the mall project to the Council

(as well as a second attempt to form a redevelopment agency). At the same time, though, the Council appointed three of its own members to form a special committee to consider downtown problems and programs. This committee also reported back in 1968 recommending a library/cultural center, auditorium, the matching funds for DID, I Street divider strip and other unspecified beautification. This committee took no stand on the mall. And even though the DMA had five members on the MAC it would eventually come out in opposition to the project. In 1970, and despite the fact that just over the 50% of signatures had been obtained in behalf of a mall district, the City Council voted the project down by a 5-2 vote. The near 50% protect was apparently enough to convince the Council that the mall district would be in for trouble. It would also appear that the City was afraid of losing an estimated $85,000 which it would have put up as a type of seed money. As a footnote to the mall project, the Dangerous Building Code program, dormant for several years, was resumed after the mall was defeated. There were later attempts at less ambitious mall projects on 10th Street by the DID, but for all intensive purposes any mall project died with the Council decision.

In 1968, and shortly after first consideration of the mall project, the DID's Beautification Committee made six recommendations for beautifying downtown. In priority the six were:

1) tree planting (6th to 9th Streets)
2) I Street divider strip with fountains
3) three bus stops with canopies
4) construct two kiosks to serve as service booths
5) install local color flags on light standards
6) hang baskets of artificial flowers on light standards

The total cost of these and a few other minor projects was over $200,000. Several of these projects were designed to complement the mall and were not revived as separate projects after the mall went down. Others were dropped for lack of support. The I Street landscaped divider was eventually

dropped due to DMA opposition over loss of 30 parking spaces. Only the tree planting program was ever carried out.

In 1971 the DID proposed a sidewalk rejuvination program after a survey of its membership showed this to be the third most important beautification concern. This program, which was to have been paid for by the property owners, was again opposed by the DMA and defeated. The same 1971 report indicated that general clean-up and garbage/trash in alleys were the two most important concerns. While the District now employs two students for part time clean-up it has not been able to put together a comprehensive trash collection and receptacle program.

Of equal concern with sidewalks to members in 1971 were alleys. Alleys were and are of concern to DID members for two reasons - resurfacing and undergrounding of utilities. In cooperation with the City and MID, the District proposed an alley improvement program. As previously mentioned in 1973 the City adopted an undergrounding ordinance which made it possible to form underground utility districts. The alley program is now in limbo with the DID unable to gain sufficient signatures to form districts.

Why has the DID been unable to carry out its programs? First, the City has at times not been as supportive as it might have been, voting down the mall project despite majority property owner support. Second, the District was handcuffed from the outset, being a merchant oriented promotional organization. Third, the DID and DMA have on almost all projects held opposite opinions. Fourth, the District's boundaries encompass such a variety of land uses and businesses that member unanimity is even hard to achieve. It is hard for an auto repair shop at the fringe of the District to become enthused over a mall on J Street. It is similarly difficult for a non-retail business on J Street which doesn't depend on foot traffic to see the benefit of a mall. In short, the

composition of the District's tax base is a problem. Fifth, and perhaps most important, is the dichotomy between tenant and property owner. Downtown Plan staff feels that the promotional bias, tax base composition, and property owner/tenant dichotomy are the three crucial areas of concern and answers to these problem areas provide the future direction for the DID or an equivalent.

Having defined the major DID problem areas we now need to specify just what the major problems are preventing or hindering private redevelopment of downtown. One major problem facing private investors is uncertainty. Uncertainty about government's plans as well as adjacent land owner's. In its extreme state this is the classic prisoner's dilemma, where due to all the interdependencies between adjacent properties, individually rational action may not encourage the socially desirable investment in redevelopment. Indeed one could define blight not in terms of outward appearances but could say that blight exists when separate individual actions do not result in redevelopment and the coordination of individual and governmental decision making would result in redevelopment. The problem is to find an institutional arrangement capable of providing the needed coordination. On a small scale one such arrangement already exists in portions of downtown through the Dangerous Building Code. The Code assures all land owners that all adjacent properties will be forced to provide the same minimal level of repair and safety. But the DBC is only a starting point.

Another major problem is land assembly. The downtown is basically a collection of 25 foot lot combinations. Redevelopment of any block or substantial portion thereof requires the coordinated efforts of many property owners, some local some absentee. The fragmentation of land makes it both extremely difficult and potentially more expensive for a private investor to undertake a project of any size. This is a universal problem and from the start of the federal renewal program land assembly was a primary goal. The federal program no longer exists, but we will shortly discuss a state

redevelopment program which also provides for land assembly. A good example of the land assembly problem would be Sears. In 1968 the DID attempted to get Sears to build a new 140,000 square foot store downtown. The structure alone would have required over one block, with from one to three blocks necessary for parking depending on the type of facility. The sheer problem of assembling enough contiguous land at a reasonable price was overwhelming.

Were these two problems to be overcome in some manner redevelopment of downtown would not be assured. But the downtown would clearly be placed on a more competitive basis with other commercial and business areas in town.

With this background on major problems and the DID let us now discuss what institutional arrangement can best serve the future downtown.

Organizational Structure

There are five basic organizational alternatives based on either structural or functional differences. There are combinations and permutations but still five basic. Pick one.

Nothing

or

"How I Learned I Wasn't Impotent"

> "Did you see the article that damn Bee ran on downtown being dead? Every time some little merchant is doing a lousy job and can't hack it he says the downtown's dying and the Bee prints it."
>
> "Yea, look at all the businesses that are making it and want to stay. Hell, we got more sales, jobs, traffic, noise, pollution down here than I can ever remember."
>
> "All the signs of affluence, right?"
>
> "Well, anyway, who gives a hoot if Sear's and Penney's move. Maybe there'll be less traffic and noise and more parking for us."

> "And I wish the DID would get lost, too. It's never done a damn thing. The only thing it might have helped with was parking but it spends its time fooling around with plastic flowers on light poles. And I pay $100 a year for that."

The nothing alternative would disband the DID. It assumes that downtown is doing well, will continue to so do, and that uncertainty and land assembly are not major problems. Staff agrees up to a point. The retail loss of over $23 million will be a shock but the area is diversified enough economically to survive. And it would be hard to attribute the diversity or strength of downtown to any action of the DID. But we hope the introduction highlighted the forces which will bear upon the area in the future and which should be dealt with on a unified basis. Just as we wouldn't expect each tenant in a shopping center outside downtown to deal separately with government regulations, utility service or problems, access and parking, so we shouldn't expect downtown tenants to go it alone. A voluntary association such as the DMA cannot fill this future role for both lack of money and authority, but more importantly for lack of technical expertise. City departments could fill the void, acting on behalf of the downtown just as they would for any other area. This would have the advantage of integrating downtown concerns or needs more directly in department functions or planning, but at the same time the drawback of failing to bring property owners and tenants together to take interest in and control their own organization. We also suggest that such an arrangement would be only more of the fragmented, undirected decision making already discussed and hopefully rejected for an area with as much complexity and potential as downtown.

Modified DID

Under this option the DID would remain but with several changes. First, staff feels the District should divest itself of the promotional

role. A tax supported body should not be involved in this type of activity. The job of promoting business should either be returned to a volunteer organization like the DMA or handled independently like the Upper J Street group is doing now. This recommendation, if adopted, would probably weaken the promotional function at first, at least until such time as the DMA or other voluntary coalition pick up the slack. This move is not to be interpreted that staff feels the promotional role is unimportant. To the contrary, the downtown retailers face stiff competition from shopping center merchant association advertising campaigns. The Urban Land Institute has found that shopping centers generally far outspend downtowns in promotion. If the DMA were to assume this role it could perhaps serve as a specific function which that organization could rally around.

Second, the District should include all property owners. This would require revised state enabling legislation or a charter amendment. If we accept the premise that the property owner/tenant dichotomy has been a major impediment to action downtown, then this change seems inevitable. A downtown improvement organization should be supported and controlled by those whose shoulders the burden of most improvement will fall. It would be best for tenants who are not property owners to remain within the organization, but with a minority of the votes. How else, unless we directly tax absentee property owners, are we going to get them involved to any greater extent than an absentee veto?

Third, the advisory board could be elective. Those who are taxed should elect those who spend the money or recommend how it is to be spent. To formally do this would require revised state enabling legislation or a charter amendment. It is hoped that an elective board might feel greater responsibility to its membership and would be more reflective of membership opinion, although such cannot be guaranteed by either an

elective or appointive board. And it is possible that an appointive board could more fully represent the various segments of DID than an elective board.

Even with these changes the advisory board would still only be a mini planning board. It could only make recommendations with the City Council the final decision maker. Not only can such a situation be frustrating, but it can also be used as a crutch or excuse. Neither situation is desirable. The advantage to the City of an advisory board, of course, is that it retains very tight control of the improvement district. Such control is desirable from one city standpoint since it is appropriating over $20,000 per year to the organization out of general revenue.

One alternative is to make the board the final authority on expenditures, indeed on all district matters. This would not be a panacea, majority property owner support would still be necessary if special improvement project districts were to be established, but perhaps the greater control would be a stimulus to board interest and would place the burden of leadership directly upon board members.

Another alternative would be to make the DID nothing but a mini planning board with the Planning Department serving as staff just like they do for the Planning Commission. Staff feels that planning is not a role for which a separate body is needed. This is the responsibility of the citywide Planning Commission. Even with the changes above, then, staff is skeptical about this option unless the board is given much more final authority.

Free Enterprise DID

The District could take a big step into the unknown and be given the authority to operate or lease out revenue producing facilities. For example,

it could operate and/or build parking lots and garages, renovate buildings and lease space, or even operate businesses. New state enabling legislation would be necessary to create this type of district and it is not likely that the mill tax would be used to support the revenue producing side of the district. These projects could be initially subsidized by the capital reserve fund or some other city subsidy until such time as they were self-supporting.

This role by itself does not overcome the property owner/tenant split, but it is certainly possible that owners could be included along with tenants in the reconstituted district outlined above. These projects, if of wide enough appeal (such as parking), could draw support from the service as well as the retail sector.

Little Rock, Arkansas, has recently formed such a district for their central business district. No information is yet available, though, on what activities this district may attempt.

Redevelopment Agency or "Here We Go Again"

Under the State Community Redevelopment Law a City Council can appoint itself or another body as a redevelopment agency. Redevelopment includes:

> "Section 33020. Redevelopment; definition
> "Redevelopment" means the planning, development, replanning, redesign, clearance, reconstruction, or rehabilitation, or any combination of these, of all or part of a survey areas, and the provision of such residential, commercial, industrial public, or other structures or spaces as may be appropriate or necessary in the interest of the general welfare, including recreational and other facilities incidental or appurtenant to them."

A redevelopment agency is established by ordinance. Since ordinances do not become effective until thirty days after passage, the action is subject to referendum within this period like any ordinance. This referendum procedure was used to defeat urban renewal in 1963. At that time, though, there were only 33,000 people living in Modesto. Today there are 85,000.

Then there was no concern over the geographic expansion of urban development. Today there is and the City has a growth policy. The point is that staff believes that attitudes about downtown redevelopment have changed in twelve years and that the 1963 experience need not be a deterrant to considering this alternative.

The major difference between this and the former federal program is the method of financing. Under the former urban renewal program the majority of funds came from federal grants with the local share being contributed with in lieu improvements. The California Community Redevelopment Law allows an agency to accept grants, but currently all funds have to be locally provided. Most agencies borrow their initial capital from the municipality.

It is the long-range financing feature of the Law which is unique. The Law provides that upon the adoption of the redevelopment plan the assessed property valuations within the project area are "frozen" at their present levels for calculating purposes. These total frozen assessed valuations form what is referred to as a base roll. Against this base roll, the taxing entities (i.e., the City, School districts, County, etc.) levying taxes within the project area continue to levy such taxes at the rates established by those entities. Thus, and this is important to understand, the taxing entities continue to receive the same amount of taxes from the project area as they did prior to the formulation of the Redevelopment Plan, as long as the assessed property values stay constant or go up.

If the redevelopment plan is successful, the effect of the agency's activities in implementing that plan should be to raise assessed valuations within the project area above those of the base roll. Taxes levied by the taxing entities against any increase in assessed valuation over the base roll are collected as usual but are remitted to the agency, not to the respective taxing entities. Note, however, that this applies only to the taxes received from the increase or "increment" over the frozen base roll.

In other words, the real estate or ad valorum taxes produced by any "increment" in assessed valuation over the base roll become the Agency's property and constitute the Agency's income stream. If the Agency can establish with some certainty that such tax allocation or tax increment revenues will be forthcoming in sufficient amounts, it may then seek to obtain outside long-term (generally 15 year) financing by selling municipal bonds known as tax allocation bonds. These bonds are obligations solely of the Redevelopment Agency (and not of the city within which it is located) and the tax allocations coming to the agency from increases in assessed valuation over the base roll are pledged by the agency to secure any bonds it may issue.

In 1969 Long's Drug Store considered building a 60,000 square foot store on the "Merry Gardens" site in block 33. They found that purchase of the site was impossible due to multiple ownerships and very unrealistic asking prices. If this project could have been put together under the Redevelopment Law it is estimated that property taxes after construction would have increased about $50,000 a year, all revenue to the agency. Based upon this type of income (as well as all other) the agency can issue its own bonds. In short, the tax profits from redevelopment are plowed back into the redevelopment area. This is a key point to many people and merchants downtown. They argue that for many years the CBD provided a strong tax base for the entire community to use and grow on. Tax revenues were used to build public services for the entire community, with very little of the revenues generated downtown returning there to keep it strong. The tax increment financing in the Community Redevelopment Law is one way to return some of these revenues where they are most needed, and to make redevelopment a process that feeds upon itself and not just the public trough.

Staff finds this law very appealing. First of all, it directly attacks the land assembly problem by giving the agency right of eminent

domain. Secondly, its major financing tool almost amounts to a revolving fund without overly penalizing existing taxing entities. One possible drawback to tax increment financing is that it relies on substantial new private development to work. But perhaps this is the genius of the scheme in predicating new public investment upon private commitment and vice versa. There are no one-way streets full of uncertainty. Another problem which would diminish the impact of this financing would be taking several blocks off the tax rolls for public projects like the auditorium/theatre. Finally, responsibility for action would no longer rest with property owners and tenants who have to date been unwilling or unable to undertake projects.

Private Redevelopment

A totally different approach to downtown development is a private corporation. This approach has apparently been sufficiently adopted in Beaumont, Texas, a city approximately the same size as Modesto.

The Central City Development Corporation in Beaumont is a non-profit corporation supported and maintained by contributions, benefactions, endowments, membership dues and assessments, and the sale, trade, lease or disposition of real and personal property.

> "The purposes of this corporation are to purchase, receive, lease, or otherwise acquire, own, hold, improve, use, or otherwise deal in and with, real personal property ... so as to stimulate and cultivate a general redevelopment of important public and private facilities within the community ..."

The Corporation is directed by a seven member executive committee and thirty-one member board which has community-wide representation. Financial support currently comes from a five-year capital membership drive of $100,000 per year. This campaign pays operating expenses and

for small projects.

To date the Corporation has completed a master plan for the downtown (at a cost of $250,000). This plan schedules specific development programs for both the private and public sectors and a definite timetable. The Corporation plans on $43 million worth of private development (starting with a hotel), and the voters just recently passed a $28 million bond issue by a 4 to 1 vote to pay for the public projects in the master plan!

This approach to downtown redevelopment stresses action. It produces or goes out of business. Neither is it mutually exclusive of the previous alternatives. Such a corporation could easily co-exist with the DID or a redevelopment agency. Indeed, a corporation such as Beaumont's would benefit greatly from the existence of a redevelopment agency which could clear many of the obstacles to private redevelopment, and the agency would benefit greatly from the resulting development which would increase its revenue. This information on Beaumont is provided here in hopes of stimulating thought among local investors, developers, and businesses about potential downtown investment programs.

Summary of Recommendations

on Structure /Function

City Organization

- one "clearinghouse" on downtown matters in City Hall to also provide representation to both DID and DMA

Dangerous Building Code

- change policy to allow more than one building to be serviced by a single water line off the alley

Fire Zones

- tentative recommendation for changing zone 1 downtown to zone 2

Downtown Organizations

- establish redevelopment agency to replace DID

- if redevelopment agency not established and DID retained then modify it to include property owners

URBAN DESIGN

A. PUBLIC OPEN SPACE

B. OTHER DESIGN CONSIDERATIONS

DESIGN

An earlier section of this report featured the "let it be" and "squeeze play" concepts for downtown. Once an alternative is selected and refined, it could be considered a design for the downtown. But the design features discussed in this section of the report should be considered regardless of the land use alternative selected.

An underlying premise is that downtown is unique in many ways and that maintaining downtown's uniqueness is a desirable goal. This uniqueness, worthy of preservation, can be stated as follows:

1. Regardless of a new regional shopping center, downtown is still the most dominant physical feature in the urban area and county. Its importance is assured by the concentration of governmental, financial and related offices. It is also the main intersection of state highways in this county, the center of the urban area bus system and the city's "front door". It is the civic and cultural heart of the urban area. We support the premise that every city needs a strong center for identification. These unique factors, then, express a design need.

2. The downtown is unique because it has the greatest concentration of streets of any area in the community for bus, car, truck, and bike access. Yet in the governmental office core and retail core, it has some of the highest pedestrian concentrations in the urban area. These transportation modes can easily be in conflict. Design can provide an assist.

3. The downtown is unique because of its variety and intensity of land uses. High property values encourage land use intensity. Good design is required to maintain compatibility among uses and to provide for a workable downtown.

4. The downtown is unique because it has some of the oldest structures in the urban area. Some are of historical merit, some of architectural style of a given period and consequently of merit, and some of each are a

hazard because of neglect. Many are "in the way" of future development. These potential conflicts and value judgments are input for design needs also.

This section of the report analyzes these unique characteristics from a design vantage point, the influences of current trends noted elsewhere in the report, and some alternatives for the future.

1. Physical Dominance

Every city needs a physical identity. Many cities are unique because they are backed by mountains or front along a lake or ocean. The natural waterways and agricultural croplands provide a setting for Modesto. But the urban development we call "the city" also needs physical identity.

Tree-lined, well-designed residential areas with supporting parks and school systems are one image of Modesto. But if this were the only identity, one would easily feel "lost" as the city grew. The neighborhood shopping center complexes and church edifices provide neighborhood identity, but are soon "lost" because their counterparts in adjacent neighborhoods are seemingly "stamped out of the same mold". Even a regional shopping center, in time, becomes duplicated and while a significant building complex, is "lost" in the urban fabric. There are many reasons expressed in this report for need for a strong downtown. The need for an area of physical dominance and identity is another reason. We begin by looking at:

a. The downtown grid and downtown approaches

b. Height and bulk of buildings; relationships to open space

The Downtown Grid and Downtown Approaches

The landscaped and depressed Freeway 99 approach to Modesto has led to some support in the past for a modern "arch" across Freeway 99, downtown. Others may feel a dramatic, highrise skyline adjacent to the freeway would be a desirable identification. Still others believe strategically located

rest stops (Tuolumne Boulevard, North 9th) are the answer.

We believe transient, commercial accommodations oriented to Freeway 99 are not going to locate in downtown because the retail complexes at outlying freeway interchanges are identified better with off-on freeway access identifiable to the motorist. We do not believe elaborate signing is the answer. An identifiable, unique, attractive downtown is the answer for travelers willing to linger.

Kingsburg, south of Fresno, has used a Swedish motif in a very ordinary, small downtown, very effectively. The Fresno mall and downtown plan, also remote from Freeway 99, are a drawing card.

So the vital link appears to be between Freeway 99 and downtown. Five streets are the vital link:

K and L (S.H. 108; to S.H. 132 westbound)
G and H (to S.H. 132 eastbound)
I Street - the retail and governmental core

The freeway to 9th Street portions of these streets are anything but unique, intense, dominant, or enticing. While the DID has a tree planting program, this general area of mixed commercial and industrial uses has little else going for it. The C-M and M-1 zoning require no landscaping or setbacks, no parking lots or screening, and the area has not yet undergone private redevelopment to any degree. There is no strong image to set it apart from any other in-town commercial-industrial area.

The Willis and Associates "Downtown Modesto Beautification Report" of 1967 proposed making I Street a boulevard with a landscaped median. That design, extended from the 5th Street frontage Road to Downey Avenue, with containerized trees on the freeway overpass, would do more to add identity than any other in the staff's opinion. The per block cost was estimated at $27,400 in 1967. The 13 blocks (5th to Downey) would cost $356,200, a sizable amount. Additional costs, see Appendix C, would bring the 1967 cost to about $450,000. Some on-street parking spaces along I Street would

also be lost, (convert diagonal to parallel), but a safer traffic situation would result.

The Planning staff sees this project as an important one even though a 1971 survey of downtown merchants and property owners rated the project low (66%-little or no importance). The one-way couplets (G, H, K, L) could also benefit by street tree planting along their length and tree planter boxes on the freeway overpasses.

The remaining downtown approaches are via major streets, most stripped with commercial uses. The downtown grid creates some monumental intersection problems because of its square mile of streets at 45° to the prevailing north-south street grid of the rest of the community. Nevertheless, at the juncture of the downtown and community street grids, the traveler is made aware of "arrival" to something different. It can also be unique if tree lined because the commercially stripped, major streets entering the grid are notably devoid of sizable street trees.

As downtown development densities increase, if the downtown grid boundary streets - Downey, Needham, Burney, and Franklin in particular - are also the boundary for commercial land uses and high density uses, the effect can be even more dramatic. The variety of downtown uses makes total district identification difficult, unless a differing street lighting standards or some other identification is used. Such distinctions are usually found in the areas of downtown of higher pedestrian flow -- particularly the retail core to be discussed later.

Finally, the downtown grid offers very real opportunities for development of vistas. The Church of Christ Scientist at the end of I Street is one example. An auditorium built across a downtown street could provide another. Certainly in a historical sense, the I Street arch contributes to that street's vista. Malls, partial malls, widened corners all offer potentially exciting vistas unique to the urban area.

Height and Bulk of Buildings; Relationship to Open Space

One section of this report dealing with a downtown park spoke to this design concern fairly completely. Downtown is the logical location for increased building densities because of the utility systems, streets, bus system and other public facilities available to handle the higher densities.

Ironically, however, the downtown is being razed and rebuilt with much less intensity than in the past. Solid frontages of four-story buildings along the downtown streets was typical in the urban core of the past. That was before heavy reliance on the auto. Now impressive new buildings are being erected as landscaped "islands" surrounded by offstreet parking which dilutes the building intensity of the urban core. Ignoring offstreet parking needs in the name of anticipated fuel scarcities is not the answer. Until realities indicate more strongly than at present, parking of autos downtown must still be a concern.

The section on the downtown park discussed building/open space relationships. It seems that providing a street tree canopy in the downtown forces one of two solutions: either widened sidewalks for adequate size planter beds or building setback. A combination could be used. The building that is built to the property line, but offers some recessed planters, is the best solution. It should be noted that the street tree canopy will conflict with sign readability based on past, liberal sign provisions. But newer, more restrained sign standards should complement, not conflict with a tree cover for downtown.

One final note about high rises. In big cities, the blockage of views by adjacent high rises is a problem. No such problem is anticipated in Modesto for some time. On the assumption the Downtown P-D zone would be the means of considering a high rise project, this concern could be weighed on a case-by-case basis. The main challenge in Modesto appears to be one of insuring that any high rise proposal is compatible with the surrounding

area, typically developed with two-story structures; and to make certain that traffic flows generated by the more intense development do not create problems in the immediate area.

2. Pedestrian Orientation

More has been written on the beautification of the downtown retail core than perhaps any other concern in previous downtown reports. All proposals are not repeated here.

In areas of heavy downtown pedestrian flow, these design features would be of assistance to pedestrians:

a. Widened, landscaped sidewalks, semi-malls, or malls to give pedestrians the right-of-way instead of cars; to facilitate shopping and business trips one building to another.

b. Landscaped setbacks or pockets of landscaping rather than featureless walls built on the property line that reflect the summer heat, making the sidewalk area even more comfortable.

c. Overhead cover from rain and sun, and the potential of fountains and pools that would lend relief on a hot summer day.

d. Widened sidewalks at intersections to shorten the street crossing distance; walk signals that give a pedestrian priority instead of turning motor vehicles.

e. Interesting pavement under foot -- sidewalk and alley pavement designs; removal of overhead wires for environmental improvement.

f. A scaling down of signs to reflect more community restraint and within the retail core in particular, pedestrian scale. A consolidation of public information and directional signs within the public right-of-way would be desirable also. Willis and Associates provided one scheme. There are several others.

g. Consideration of bike trail linkage from the Dry Creek Park system through downtown to adjacent residential areas.

h. Provide for more street trees. The containerized trees are unsatisfactory. A container for a tree is generally a compromise anyway. The tree is seldom very healthy and it cannot grow large enough to provide a decent amount of shade.

Development Research Associates in 1966 conducted household interviews with 300 local residents and a mail survey of local businessmen in which 175 responded with these results:

	Downtown Appearance		
	Excellent to Good	Fair to Poor	Major Complaints
Residents	35%	65%	Poor building appearance - 31%
Businessmen	17%	83%	Paint, clean, beautify, etc. - 39%

Some of the aesthetic considerations above, including addition of landscaping and reduction of visual clutter in various forms, would speak directly to the major complaints.

Based on past performance and surveys of merchants and property owners downtown it would be fair to conclude that the bigger, bolder, more costly projects tend to scare property owners and merchants off; the incremental, store-by-store scaled projects appear to be more acceptable even though one block improvement districts for alley repaving haven't gotten off the ground yet.

The investment of new private and public building construction in the downtown core suggests to staff that appropriate upgrading of the street rights-of-way accompany it. The upgrading effort will hasten the day that private properties are redeveloped and upgraded. A list of beautification priorities is not proposed. We believe beautification measures should be incorporated with the highest overall improvement priorities for downtown elsewhere in the report. The section on the Downtown Park, for example, cites reasons far beyond beautification concerns for specific projects.

The streets section of the report speaks to ultimate, very costly, downtown street reconstruction. A major beautification effort along a given street should be considered when it is reconstructed as one example.

3. Compatibility Among Varied Land Uses

Once a land use alternative is selected for downtown's future, more development guidelines will be needed. Case-by-case review via the Downtown P-D zone is not adequate. Lacking guidelines, the temptation will be to utilize the zero setback of the current commercial zoning, perhaps a more liberalized offstreet parking allowance, and the sales pitch that any new development is good for downtown. Overbuilding a site might result and be undesirable in a given section of the downtown, commercial or residential. No recommendations are included in this part of the text; just a note for future reference.

4. Meritorious Building Preservation

"Meritorious building" is selected because is includes buildings of historical merit and buildings, not so old, but which are among the few "surviving" replicas of a more recent era. Like the historic buildings, they face removal because they may be functionally obsolete for a given use (but may be very functional for another use) or may have lapsed into disrepair, making removal a probable alternative.

We hope to provide at least the start of an inventory of meritorious buildings in the downtown and induce organizations interested in this city's history and architecture to consider a stronger advocacy role in saving older buildings. The Planning staff would recommend that they do the following:

a. Carefully review our inventory, adding other buildings based on their knowledge.

b. Determine priorities based on architectural merit.

c. Determine what buildings are in use that appear not to be threatened; what buildings are threatened by removal or extensive alteration.

d. Share these concerns with the community so that threatened buildings might be saved by finding a tenant who is willing to rehab an old structure or some means of relocating the structure.

The last step has been accomplished informally already. A few older business buildings have been rehabed or well-maintained their entire life. A number of large residences have been saved by moving them from commercial sites to residential neighborhoods. But many meritorious buildings are lost, others generally unnoticed and threatened.

New downtown development has enough challenges without being slowed by a meritorious building advocacy group that questions razing any building over 50 years old. But by the same token staff believes that there is an insufficient, organized concern for the preservation of older buildings. We also feel strongly that this effort has to occur through an independent citizen's organization. We hope the following inventory poses enough challenge for an existing or new citizen's organization to become involved.

POTENTIALLY MERITORIOUS BUILDINGS LIST

	Location	Description	Status
1.	7th Street Between J/K (1001, 1007, 1011, 7th)	Oldest, modest housing in city; late 1800's, early 1900's; 10" redwood siding (Jack Brotherton).	Single family residences.
2.	7th/J Streets	St. Stanislaus Catholic Church Built in 1913. One of city's oldest churches.	Still is a church.
3.	9th/I Streets	Wood frame building. Built in 1871 as a passenger depot (north end) and freight shed (south end). It used to jut out into I Street until an end was cut off.	SPRR truck depot.

	Location	Description	Status
4.	9th/I Streets	Modesto arch, "Water, Wealth, Contentment, Health", built in 1912. It was an entrance to the city because the main street was 9th (Front), I, 7th, Tuolumne River ferry, 7th, Hatch, 99.	
5.	9th/J Streets	Southern Pacific Passenger Depot. Built in 1915. A mission style railroad station.	General office use for SPRR. Passenger use discontinued several years ago.
6.	9th/L Streets	Griswold and Wight Ford Garage. Built in 1935; representative of an architectural style of the era. "Streamlined moderne, Wonderful round tower," Reference A.	Still used for original purpose.
7.	10th/between G/H Streets (726 10th)	Modesto Herald building; one of first buildings in Modesto.	Until recently, Del Este Water Co. building; presently an attorney's office.
8.	10th/I Streets	Roger's Memorial Fountain; a public fountain before streets paved. Around 1880.	In County Corporation Yard.
9.	10th/between I/J Streets	Strand Theatre; built around 1920.	Vacant and for sale.
10.	10th/Needham	City of Modesto "water temple". In the words of Ken Kaestner, "real folk architecture". Built around 1920.	Still used for original purpose, an ornamental housing for a water well pump.
11.	11th/D Streets	Original home of Ernest and Julio Gallo Winery.	Northrop King current tenant.
12.	11th/I Streets	El Viejo Post Office; built 1932. "Renaissance revival, with a touch of zig-zag moderne," Reference A.	Originally the main post office; now a branch plus other federal offices.
13.	12th/between H/I Streets (814 12th Street)	Wood Home (Crow) built in 1880; one of the earlier houses built in Modesto, Reference B	Single family residence.
14.	H Street between 13th and 14th (1314 H)	Cressey House. Moved from Paradise in the 1870's	Single family residence; now apartments
15.	14th/I Streets	McHenry Museum. Built 1912. "A strange classical building, very impressive;" Reference A	Built for library, used later for City Council Chambers. Currently the Art League Headquarters and McHenry Museum.

	Location	Description	Status
16.	14th between I and J Streets	Scott House and Davis House	Single family residences
17.	14th between J and K Streets (1015 14th)	Photography Manor, built between 1880 - 1890.	Originally a single family residence, currently a photo studio
18.	15th/I Streets (906 15th)	Oramil McHenry House. Built about 1885. "Probably this was the finest Victorian house in town," Reference A.	Originally a single family residence with a carriage house and outbuildings. The site has been reduced to the homesite; Apartments several years ago.
19.	15th between J/K Streets (1020 15th)	Robertson House (Porter).	Originally single family residence.
20.	16th/J Streets	Chuck Wagon Restaurant. Built 1928. "The Spanish colonial revival at its most ebullient", Reference A.	Still used as a restaurant; has undergone several additions.
21.	Burney/Lane (302 Burney)	The Church House (Cole). Moved to Modesto in 1870 from Paradise; believed to be the third house in Modesto, Reference B.	Single family residence.

Reference A - "A Guide to Architecture in San Francisco and Northern California; Gebhard, Montgomery, Winter, Woodbridge; 1973

Reference B - "Annuals of Stanislaus County", Tinkham

Mancini Bowl (Graceada Park)

Robertson House

Chuck Wagon – built in 1928. "The Spanish colonial revival at its most ebullient."

Ralston tower

McHenry House Gramil McHenry Home built about 1885. Probably this was the "finest victorian home in town." Now apartments.

"City of Modesto water Temple" houses a water well pump

Photography Manor – Built in 1880's, originally a single family house.

Scott House

Davis House

Modesto – Stanislaus Library.

The Church House – House moved to Modesto from Paradise, believed be the third house in Modesto

Reed Center – formerly Seely Tower

McHenry Museum – Built in 1911 for Library, used later for Council Chambers. "A strange classical building."

Felles trading Post.

Griswold and Wight garage Built in 1935. Streamlined moderne, "architectual style with "Wonderful round tower"

Cressey House – Cressey family home. Moved from Paradise in 1870s, now apartments.

El Viejo Post Office – Built in 1932. "Renaissance revival with a touch of zig-zag Modern."

Crow House – Crow family home built in 1880, one of the earlier houses in the city.

Modesto City Hall

Strand Theatre – Built in 1920.

Franklin and Downs funeral home, formerly a residence.

Stanislaus County Courthouse.

Modesto Arch – Built in 1912 when main entrance to the city was along I st.

Southern Pacific Passenger Depot – Built in 1915. A Mission Style railroad station

One of the first Buildings in Modesto. Previously Home of the Modesto Herald. Presently an Attorneys office.

St. Stanislaus Catholic Church – Built in 1913. One of the city's oldest churches.

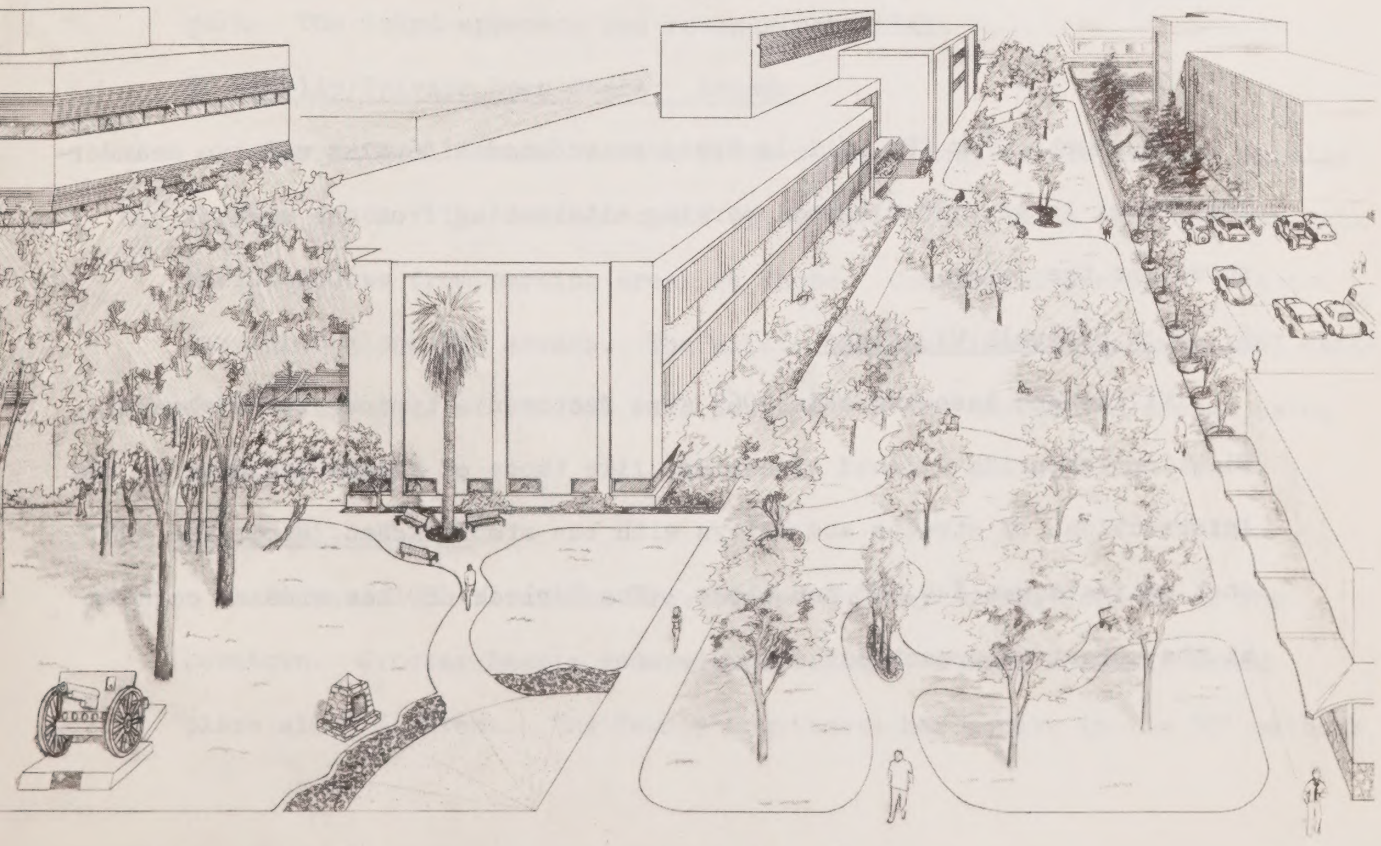
Other Design Considerations

Public Open Space

Earlier we considered the full block park. As promised we now consider smaller scale alternatives.

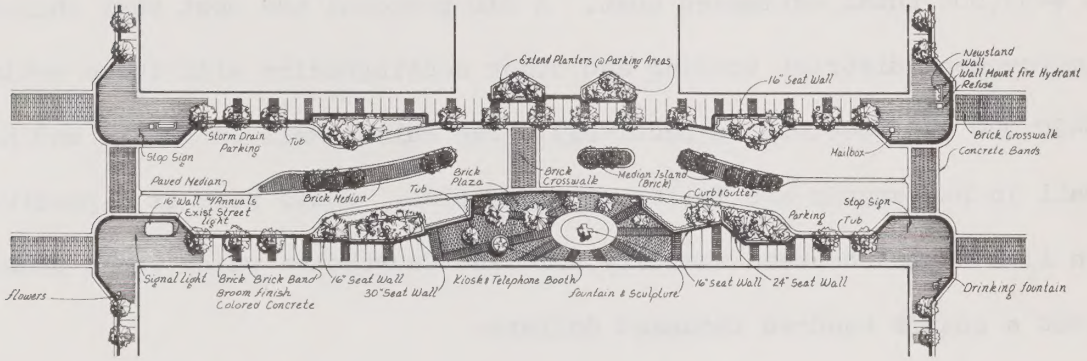
A. Full Mall

The Willis and Associates "Downtown Beautification Report" of 1967 provided a design prototype for a two block street closure. The mall was estimated (in 1967) to cost approximately $332,000; suggested store front canopies for retail beautification and pedestrian shelter, $125,000; for a $457,000 total estimated cost. A DID proposal the next year included improvement district bonding and other contingencies with these estimates; $420,000 and $600,000 respectively. The Fulton Mall in Fresno and K Street Mall in Sacramento are Valley city examples. Shown here is a possible mall on 11th Street between the City Hall and Courthouse which would probably cost a couple hundred thousand dollars.



B. Widened Sidewalks (partial mall)

Ribera and Sue, in 1972, featured a widened sidewalk design prototype for use in the CBD core. It could be developed in stages. It converted two vehicular traffic lanes and most of two lanes of on-street parking into pedestrian walks and plazas. The estimated cost in 1972 was $152,000 per block.



RIBERA & SUE DESIGN FOR RIGHT OF WAY BEAUTIFICATION 1972

The Santa Cruz CBD mall is based on widened sidewalks and two meandering travel lanes with diagonal parking alternating from one side of the street to the other.

C. Spot Sidewalk Widenings

Willis and Associates in 1967 also featured a typical street beautification featuring widened sidewalks, like those of Ribera and Sue, at the intersections of streets and alleys with bus stop benches, etc. The 1967 cost estimate was $49,200 per block. The Turlock CBD has widened corners at the street intersections.

D. Mid-Block Mini-Parks or Plazas

This concept could be applied at one corner of a few intersections to create a 100' x 140' mini-park (four 25' wide lots). In this manner it could assume, in much smaller scale, some of the functions of the town square. This is similar to say 1/2 the courthouse lawn on I Street.

Another approach would be deployment of the concept on a 25' x 140' parcel in the mid-block -- an intensively landscaped pedestrian walkway with benches. This approach is similar to the Bartoni Arcade except it is open to the sky -- similar in width to a downtown alley, only landscaped.

A third approach would be for the city to acquire a 100' x 140' mid-block parcel, create a meandering walkway through it, and lease land for shops taking access from the walkway. This approach, done totally by private enterprise, is employed in Carmel in blocks not bisected by alleys.

The 100' x 140' lots are estimated at $112,000 land costs, $50,000 development costs; the 25' x 140' lots estimated at $28,000 land costs and $25,000 development costs or in total $162,000 down to $53,000 per mini-park. The third approach has revenue potential.

E. Public/Private Open Space: Arcade

The Bartoni Arcade was the first of its kind, developed with totally private funds. The concept opens up 400' blocks so that shoppers can gain easier access from parking areas to shops. Commercial frontage is also developed along the arcade. The Willis and Associates report of 1967 estimated city costs of $20,000 each to purchase and develop an arcade using public funds.

F. On-Site Plazas

Financial institutions are located on many of the corners of the downtown. Crocker Bank's redevelopment plans include a fairly broad plaza along I Street. The County Courthouse has a park in its 50' setback

from I Street. City Hall has a 20' wide landscaped, sunken courtyard. Plazas could be obtained through bonuses (perhaps a parking credit in exchange) or encouraged through zoning. The County Courthouse has a particularly nice plaza with landscaping and benches at the corner of 11th and H. The cost is not estimated since this open space is not publicly provided. There is an obvious cost, however, borne by the property owner.

Advantages/Disadvantages of Each Open Space Alternative

The hazard of this evaluation is that a particular open space alternative may be preselected based on this independent analysis. If there is anything this report tries to emphasize it is the interrelationships to several other downtown factors -- such as an adequate supply of offstreet parking, strategically located, to compensate for removal of on-street parking as well as serving basic parking needs.

A. Mall

Advantages:

1. The recreational and mercantile functions can be ably met, public facilities accommodated, and a very functional linkage to the urban fabric assured. All-weather canopies, a distinct possibility in this alternative, are a valuable consideration in hot summers and wet winters. Safer bike travel is more easily assured.

2. The cost is not as high as other alternatives, no land is removed from the tax roll.

3. A linear open space makes sense with employees concentrated in the government sector of downtown walking to the retail core and a very high incidence of cross street movements in each area.

Disadvantages:

1. A street is removed from the vehicular circulation pattern (buses

as well as cars inconvenienced). While access is afforded to emergency vehicles responding to a problem within a mall block, the street has to be bypassed on responses elsewhere.

2. Merchants lose vehicular access to their shops. Alley access is the only access available for deliveries, etc. Merchants also lose on-street parking in front of their places of business.

3. More traffic load is placed on adjacent alleys.

4. Very high on-going maintenance costs.

5. Willis and Associates noted the framing problem. Even a narrow (by comparison to town square) 80' wide mall does not reflect "containment" when flanked by only two-story buildings. Adjacent to surface parking lots, there is no containment. Only the judicious planting of trees will overcome this problem. Staff also suggests city lease of space to Kiosk type commercial uses to "fill in" the mall for better containment and commercial vitality.

Staff believes a mall on 11th between H and I Streets capitalizes on many mall benefits while avoiding the disadvantages, in particular the loss of mercantile access and the framing problem. This project probably would not rely on formation of an assessment district either.

B. Widened Sidewalks

Advantages:

1. A very functional pedestrian linkage of the retail core with the government core can be achieved.

2. For so broad a right-of-way (80'), two lanes of traffic can be easily accommodated and still have a broad, pedestrian-oriented concourse. Buses and emergency vehicles have no rerouting problems.

3. Very significant gains are made for the pedestrian at a more reasonable cost. Public facilities can be accommodated easily, the urban fabric enhanced.

4. Proprietor surveillance is increased.

Disadvantages:

1. The open space area is so slim and "public", many activities are curtailed. The following aren't possible:

Play areas
Brown bag lunching
Mercantile open space

2. The pedestrian freedom of a total mall is not assured; but in an increasingly office oriented downtown with less family oriented shopping, is this a severe problem?

3. Merchants pretty much lose vehicular access to their shops; on-street parking is lost.

C. Spot Sidewalk Widening

Advantages:

1. A downtown, pedestrian oriented character is imposed; slower traffic speeds assured.

2. Wider sidewalks with benches at the corners facilitate pedestrian congregation for traffic signals and bus patrons.

3. The onstreet parking spaces lost near alleys and street intersections are the "poorest" from a traffic safety standpoint so the loss is not too bad.

Disadvantages:

1. Most recreational and all mercantile open space functions are precluded. Few public facilities can be accommodated.

2. Opportunities of previous alternatives for significant street tree plantings are lost.

D. Mid-Block Mini-Parks or Plazas

Advantages:

1. All functions can be met except larger mercantile displays.

2. The cost is cheaper than full park, the space is small enough, strategic location within the retail core is possible. Good opportunities present themsel

adjacent to newly constructed buildings.

3. Intriguing design possibilities exist, particularly if a block undergoes extensive redevelopment.

Disadvantages:

1. Not as linear as malls or partial malls to make a pedestrian's or biker's journey more pleasant.

2. Costs are higher than a mall, land acquisition costs are involved.

E. Arcade

Advantages:

1. Pedestrian linkage opened up; makes other open space area and parking etc. work better.

2. Not very expensive; fairly easy to design into new development.

Disadvantage:

1. Fairly special purpose; few other functions other than pedestrian linkages possible.

F. On-Site Plazas

Advantages:

1. The lowest cost alternative: no site acquisition cost, no public on-going maintenance costs, no land taken off the tax roll.

2. Highest proprietorship; "undesirables" kept out.

3. Potentially, if provided in many blocks, the most convenient form of open space for employees of a given business.

4. No on-street parking lost.

Disadvantages:

1. Almost no public facilities can be accommodated.

2. Most recreational uses are curtailed. These plazas can be so formal that even brown bag lunches are taboo.

3. Does little for the urban open space fabric per se; could tie in nicely to other alternatives, however.

4. Ability of city to obtain a voluntarily commitment to concept by businesses is doubtful.

Summary of Recommendations on Design

Downtown Approaches

- I Street Boulevard project

Pedestrian Orientation Possibilities

- widened, landscaped sidewalks
- landscaped setbacks or pockets of landscaping on private property
- overhead cover from rain and sun
- fountains and pools for relief on hot days
- pedestrian instead of vehicle priority walk signals
- sidewalk and alley pavement designs
- removal of overhead utilities
- scaling down of signs
- consolidation of public informational and directional signs within public right-of-way
- bike trail linkage from Dry Creek Park through downtown to adjacent residential areas
- provide for more street trees without containers

Mall

- 11th Street between H and I

BUSINESS

Recommendations

Following is a complete list of recommendations with estimated costs when possible.

	public cost	private cost	public revenue
1) "squeeze play" - series of rezonings to be determined but including: C-1 to R-3 north side Needham C-1 to R-3 north side Jennie C-1, M-1 to PO between Jennie/Grand C-1 to R-3 12th to 15th, G to D (except D Street frontage)	-	-	-
2) industrial area circulation plan consisting of 11th from D to Morton and B from 9th to 11th	?	?	-
3) close Burney at Kelley	$ 1,500	-	-
4) redesign of traffic circulation between 17th, Burney and Downey as previously illustrated	?	-	-
5) repair schedule for TSRR on 9th St.	-	?	-
6) city/county parking garage (540 spaces)	$ 2,755,000	-	-
7) core area parking district	?	?	-
8) sell parking lot at 12th and I	-	-	?
9) assessment districts for alley improvements	$ 4,555/blk	$7,000/blk	(1973 costs)
10) union bus terminal	?	?	-
with parking garage (400 spaces)	$ 3,795,000	?	-
11) sale of Lincoln School site	-	-	?
12) purchase of "Sears" site and construction of auditorium	$15,620,000+	-	-
13) purchase and renovation of Strand	$ 1,700,000	-	-
14) downtown "clearinghouse" in City Hall	-	-	-
15) convert fire zone 1 to zone 2	-	-	-
16) DBC - allow more than one building to be serviced by a single water line off the alley for sprinkling	-	-	-
17) establish redevelopment agency	?	-	-
18) I Street boulevard project	$ 450,000(1967)	-	-
19) mall on 11th between H and I	?	-	-
20) mall on 11th between J and K (if auditorium built at "Sears" site)	?	-	-

This is a long and expensive list. To help organize it we suggest there are two major tasks before the DID, Planning Commission and eventually Council. One, set a framework for private development. Two, adopt a priority list of public projects.

The keys to the private framework are the zoning, parking and redevelopment agency recommendations. More than any of the other suggestions, these will lay a firm groundwork for new development downtown.

The top priority public projects with a price tag are the auditorium, renovation of Strand Theatre, parking garage, I Street Boulevard, and the malls on 11th Street. These projects alone would cost well over $20 million.

These recommendations and priorities are the basics of a downtown plan. No specific block by block land use plan is proposed. This could follow, particularly if the city were to undertake redevelopment of a defined area. It could also follow in the future as private development and top priority public projects are started. While less glamorous, though, we stress improving the structure and functions of agencies working with downtown, for these changes are just as important in the long run.

If one thing is clear from the past, it is that almost everyone involved with downtown has been unwilling to take risks, to try something new. Someone has got to start the ball even when risks are involved.

The city is expressing its interest through this study. Hopefully the individual efforts of the private sector, too often thwarted by rivalry, antagonism, frustration and cynicism in the past, can be blended with this city's interest and community support to make a commitment to move forward.

Also painfully clear are the high costs of inaction. Rapidly rising costs of even little projects have been demonstrated in this report. Delay allows devisiveness to grow and more constraints to be added to good proposals.

Finally, it is abundantly clear that there are enough studies and good ideas on the table now to take action. No more studies or committees are needed before commitments are made. Once commitments are made then details can be crystallized. Commitments first.

Appendix A: Parking Garage

Hypothetical Location: easterly half of Block 54 (between 9th, 10th, G, H)

Total square footage: 56,000 square feet of which city currently owns 17,500

Estimated purchase price of remaining 38,500 square feet: $290,000

Estimated demolition costs: $35,000

Total purchase and demolition cost: $325,000

Hypothetical facility: four levels of parking

Construction cost: Total of 540 spaces @ $4,500 per space = $2,430,000.

Total construction, purchase, demolition cost = $2,755,000.

Revenue: lease 350 parking spaces for all day parking @ $10/month = $42,000/year. Revenue from short term parking at higher rates not estimated.

Appendix B: Joint Bus Depot-Parking Garage

Hypothetical Location: easterly half of Block 54 (between 9th, 10th, G, H)

Total square footage: 56,000 square feet of which City currently owns 17,500

Estimated purchase price of remaining 38,500 square feet: $290,000

Estimated demolition costs: $35,000

Total purchase and demolition cost: $325,000

Hypothetical facility: ground level with bus depot and related facilities and ramp, 3 levels of parking

Construction cost: Total of 400 parking spaces @ $5,000 per space = $2,000,000. 49,000 square feet of depot and related facilities (shell only) @ $30 per square foot = $1,470,000

Total construction cost = $3,470,000

Total purchase, demolition, construction cost = $3,795,000

Revenue: Lease 30,000 square feet on ground level to bus companies @ $0.40 per square foot/month = $12,000 per month or $144,000/year. Lease 350 parking spaces for all-day parking @ $10/month = $42,000/year.

Total yearly revenue: $186,000

These calculations indicate that such a joint facility would take over twenty years to amortize. While they are extremely rough and gross figures, and while such variables as maintenance costs, loss of property tax revenues, and hourly parking revenue are not included, they do show the rought magnitude of such a project. Notice that parking is subsidized to the tune of about $100,000/year by the leased commercial facilities.

Appendix C: Cost Estimate - I Street Boulevard Scheme

Willis and Associates (1967)

8 foot wide, raised landscaped center island tree plantings on both sides of street - $27,400 per block

Parking and Traffic Modification

I Street 6th - 12th		I Street 12th - Downey
76'	Distance between curbs.	70'
64'	4 moving traffic lanes and two parking lanes.	64'
12' or less	Maximum island width,	6' or less
Trees, as planned	Resulting in:	Low shrubbery

Public Works Modification

Add:

$2,400 for $800 per block cost, 9th through 12th Streets for fire alarm circuit (1" conduit) relocation out of street centerline

$500 per block for asphalt removal and soil replacement in the middle of the street under the center planter

$15,000 to relocate a storm drain in the center of I Street between 9th and 12th and to relocate a sanitary sewer trunk in I Street between 9th and 10th

$10,000 to raise the gutter elevations in I Street and solve drainage problems created thereby. Current curb height is too high to open a car door in a parallel parking situation.

15% overhead and contingency should be added

Summary - 1967 Costs, I Street Boulevard Treatment from 6th Street to Downey Avenue - 13 blocks

Per block costs:

$27,400	- Willis and Associates	
500	- Asphalt removal and new soil	
$27,900 x 13 blocks =		$362,700
	fire alarm circuit relocation	2,400
	storm and sanitary sewer relocation	15,000
	raised gutter elevations	10,000
		$390,100
	15% overhead and contingency	58,500
		$448,600 say $450,000

Modesto Planning Commission

Robert Thompson, Chairman
Ray Abst
Merrill J. Alexander
Laurence B. Martin
Frank Muratore
Fleeta Raines
David Ryan

Downtown Improvement District Advisory Board

Walker Halliday, Chairman
Frank Cantele
Ted Cook
Bill Hawley
Bill Hughes
Al Johnson
Merle Mensinger
Robert Moon
Jan Nelson
Frank Ruggieri
C. A. Tallent

For Assisting in Evaluation of Strand Theatre We Wish to Thank:

Phillip G. Martin, AIA
Ray Abst, AIA
Ken Kaestner, AIA
Ralph Morgan, AIA
John Paoluccio, P.E.
Duane Stone, AIA

and the Sierra-Valley Chapter of the American Institute of Architects

This report was written by William S. Nichols and Michael C. Herrero of the City Planning Staff and Tom Berglund of the DID. Assisting with preparation were John Doxey, Margaret Zonligt and Tim Steenwyk. Graphics by Julian Lopez, Ron Boley and Bill Lundgren. Typing by Donna Crim with assistance from Nancy Kiser.

The preparation of this report, map, document, etc., was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development, under the provisions of Section 701 of the Housing Act of 1954, as amended,

June 1975; 280 copies

U.C. BERKELEY LIBRARIES
C101743332